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HALIFAX, NOVA SCOTIA - 1967-68

PROBLEM AREAS

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TOWN AND MUNICIPALITY OF

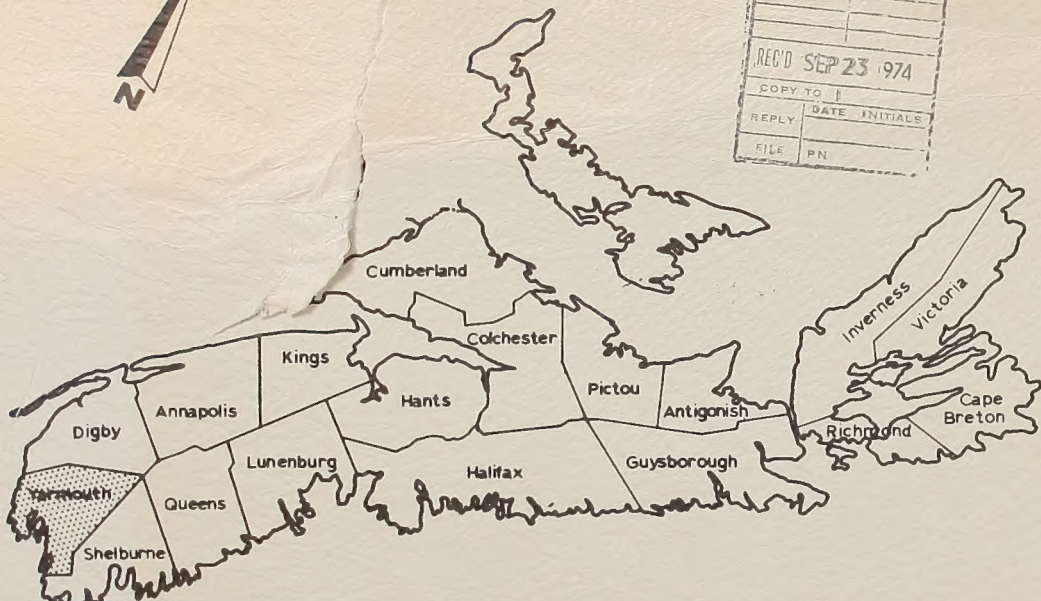
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GATEWAY TO NOVA SCOTIA

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*This volume was donated to
the University of Toronto by
Derek J.W. Little
President, Municipal Planning
Consultants Co. Ltd.*

"Urban redevelopment and urban renewal will constitute one of the major movements involving real estate in the last half of this century."

- American Institute of Real Estate Appraisers,
Appraisal Journal, page 372, July 1964.

URBAN RENEWAL STUDY

COMMUNITY PLANNING CONSULTANTS

HALIFAX, NOVA SCOTIA - 1967-68

PART ONE

PROBLEM AREAS

MUNICIPAL PLANNING CONSULTANTS	
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the Study: W. E. Ogden, M.T.P.I.C.

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Consultant: Errol D. MacDonald, P. Eng.

This study, which was sponsored jointly by the Town of Yarmouth and the Municipality of the District of Yarmouth, was assisted by grants of 75% from Central Mortgage and Housing Corporation under Section 33(1)(h) of the National Housing Act 1954, and 12½% from the Province of Nova Scotia.



TOWN AND MUNICIPALITY OF

armouth

GATEWAY TO NOVA SCOTIA



PREFACE

On April 4th 1968, in Memphis, Tennessee, the "non-violent" U. S. human rights leader Dr. Martin Luther King Jr. was assassinated while planning a protest march to support striking garbage collectors, most of whom were Negroes. In the Halifax Mail-Star the headlines read: "Violence Breaks Out...and the Long Hot Summer Still to Come". Talks about peace in Vietnam were postponed due to the murder of this Nobel Peace Prize winner.

That same April evening, another winner of the prize, Prime Minister L. B. Pearson, in his farewell address, quoted some wise man as saying: "Failures are made only by those who fail to dare; never by those who dare to fail." In Yarmouth, can we dare to seek the causes as well as the effects of urban decay? Canadian summers are shorter than those in Tennessee, and seldom as hot. But, is Canada immune to the violence which now threatens her neighbour who claims the world's highest standard of living?

On 7th April, one hundred years ago, Thomas D'Arcy McGee was assassinated....in Canada.

U. S. President Johnson's "Riot Commission", in March, 1968, listed major grievances of ghetto residents in order of the intensity of feeling they aroused...1: Police practices 2: Unemployment and underemployment 3: Poor Housing 4: Poor education 5: Poor recreation facilities and programs....numbering to 12, which was inadequate welfare programs.*

Although the Commission Chairman stated that "racism, not poverty or cynicism, was the basic cause of the riots"*, undoubtedly the foregoing grievances contributed heavily to the unrest. Canada may have patient police and fewer Negroes; but have we less racial discrimination? Are housing, education and employment adequate for all ethnic groups?

According to its Terms of Reference on page 5, the purpose of this Urban Renewal Study is to identify areas of the Town and the Municipality "which are of a blighted or substandard nature, provide information and formulate recommendations upon which an orderly programme of renewal action may be based", and further deterioration prevented. On the opposite page, three photos show some substandard buildings which greet tourists arriving in Yarmouth on the Bluenose Ferry. However, physical decay is much more obvious in a Town residential district to the south, and in several clusters of buildings which are scattered throughout the Municipality.

Part One of this Study provides background and identifies general problem areas. Later parts will look at problems in more detail, and seek feasible methods for orderly physical renewal. But new housing alone is not a cure-all. Solutions to the human problems also must be sought; since to-day has shown us that frustrated groups easily can destroy the "substandard" and our standards, in less time than it takes to define the problems.

Community Planning Consultants
Halifax, Nova Scotia. 5th April, 1968.

* Donald Jackson - LIFE Magazine 8 March 1968

ACKNOWLEDGEMENTS

Municipality of the District of Yarmouth:

Town of Yarmouth:

Yarmouth Regional Agencies,
Organizations or Businesses:

Government of the Province of Nova Scotia
Departments or Agencies:

Government of Canada Departments,
Agencies or Crown Corporations:

Contributors to this Study and
Assistants to Study Director:

Assistance from the following is gratefully
acknowledged:

Municipal Clerk and Municipal Assessor;

Town Clerk, Town Assessor, Town Engineer,
Superintendent of Schools, Welfare Officer,
Fire Chief, Deputy Fire Chief, the late
Chief of Police, and Harbourmaster;

Regional Hospital, Housing Authority, Area
Industrial Commission, Retail Merchants and
Tourist Associations, Board of Trade, and
Dominion Atlantic Railway;

Municipal Affairs: Planning, and Assessors,
Highways: Planning Division, Public Health:
Western Health Unit, Trade and Industry:
Economic Services Division, Labour: Economics
and Research Division, Finance and Economics:
Voluntary Economic Planning, Nova Scotia
Housing Commission, Nova Scotia Research
Foundation, and Nova Scotia Newstart, Inc.;

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R.C.M.P. (Yarmouth Detachment), Department of
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(Yarmouth), Dominion Bureau of Statistics
(Halifax), Department of Transport (Halifax),
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Technician in charge of graphics.

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C O N T E N T S

COUNCILS

TOWN OF YARMOUTH

to 4th December, 1967

Frederick J. Emin	Mayor
J. C. Trask	Deputy Mayor
N. S. Bain	Councillor
G. H. Hopkins	Councillor
H. M. Huskilson	Councillor
H. E. McKinlay	Councillor
L. G. Porter	Councillor

TOWN OF YARMOUTH

from 5th December, 1967

Frederick J. Emin	Mayor
J. C. Trask	Deputy Mayor
N. S. Bain	Councillor
V. W. Eldridge	Councillor
H. M. Huskilson	Councillor
S. J. Leblanc	Councillor
H. E. McKinlay	Councillor

MUNICIPALITY OF YARMOUTH

to 16th October, 1967

H. Ray Hurlburt (Carleton)	Warden
Stephen Churchill (Overton)	Councillor
George Landers (Sandford)	Councillor
Earl Mabereley (Chebogue)	Councillor
Everett Reeves (Brazil Lake)	Councillor
Oscar Smith (Arcadia)	Councillor
John Wakeling (Port Maitland)	Councillor

MUNICIPALITY OF YARMOUTH

from 17th October, 1967

Everett Reeves (Brazil Lake)	Warden
Donald Allen (Hebron)	Councillor
Eugene Bain (Dayton)	Councillor
Stephen Churchill (Overton)	Councillor
Earl Mabereley (Chebogue)	Councillor
Norman Ridgeley (Arcadia)	Councillor
John Wakeling (Port Maitland)	Councillor

"We have a supreme task, which is nothing less than that of creating well-being through environment."

"Ugliness is not necessary." -

His Excellency, the Right Honourable Vincent Massey, late Governor General of Canada, addressing the 1956 CPAC National Planning Conference in Ottawa, Ontario

RECOMMENDATIONS

Part III of the Study will offer a program for physical Renewal. Acceptance now of the following proposals will lay foundations for citizen participation in that program.

It is recommended that:

1. A joint committee be named to represent both Councils in Renewal discussions with senior governments or local citizens. (The joint Planning Board should be well suited for it).
2. The Renewal Committee state an opinion as to whether initial renewal should include any commerce and/or industry as well as housing. (Forest St. Park is in phase 1. Would it be desirable to include land to the north now?)
3. Both Councils invite interested parties to form an Action Group which would co-ordinate all voluntary and citizens' liaison programs related to Renewal. (This should represent business, real estate, churches and service clubs, Newstart, Manpower, Schools, Health, Welfare, tenants of public housing and of substandard housing likely to be renewed.)
4. The Action Group begin organizing available local talents, facilities and funds to solve the human problems associated with Renewal. (It should consider such programs as: pre-school classes for the disadvantaged, a day nursery, home-making and family health aids, adult classes, youth and elderly services, handicrafts, pre-vocational training and the upgrading of skills by Newstart. These must involve local residents in community action, and be integrated with existing programs.)

INTRODUCTION

In the Spring of 1966, a joint committee of the Town and Municipality of Yarmouth was appointed to discuss a possible "urban renewal survey". Meetings were held in May and July of that year with representatives of Central Mortgage and Housing Corporation and the Community Planning Division of the Department of Municipal Affairs, Province of Nova Scotia.

In addition to an Urban Renewal Study, the Town was interested in a number of special projects which did not fall entirely within the realm of Urban Renewal. Considerable time was devoted to discussing the financing of the "study of special local problems". CMHC authorization to share in costs of two studies was announced in May, 1967. The 1967 Planning Study was completed in that year and presented to the Town and Municipal Councils on 19th February, 1968.

Extracts from the formal agreement, which constitutes official Terms of Reference for this Urban Renewal Study, are reprinted on pages 5 and 6. It will be presented in three parts according to sections 2(a), (b) and (c) in the agreement. In identifying the "general problem areas", this First Part repeats much background material from the Planning Study. This is especially true in Chapters I, III, IV, V and VII, where many paragraphs are reprinted verbatim. Others have been condensed or expanded as necessary to describe Yarmouth's need for Renewal.



PURPOSE AND SCOPE OF STUDY

The major objectives of this Study are to identify areas of the community which are of a substandard or blighted nature, and to devise orderly methods for improving the environment so that blight gradually may be eliminated and its recurrence prevented. These are the main purposes for which aid is extended to municipalities under Section 33(1)(h) of the National Housing Act. The Study covers all of Yarmouth Town and part of the Municipality as shown in Map #2 (p.8).

Before realistic Renewal proposals can be developed, existing conditions in the region must be studied in order to understand the factors which have contributed to present problems. Much in this First Part of the report will be obvious to local citizens; but it still must be included so that the government agencies responsible for approval of aid may gain a better understanding of local problems. Once these are clarified, then assistance also should be available for later detailed investigations of the problem areas, to prepare an "Urban Renewal Scheme" and for implementation of all or part of it.

WHAT IS URBAN RENEWAL?

In a broad organic sense, renewal is natural replacement, "part of the inexorable process of growth, regression, change and decay"*, and a process as old as life itself. Photos on page 2 show examples of substandard housing in the Town and Municipality, plus two types of public housing located in the Town.

Urban areas are never completely static... they are always changing. Although they may be neither growing nor shrinking, they are still aging. It is logical that from time to time, parts of any urban structure must be renewed or replaced. Often, this is achieved by private initiative...such activity is evident in Milton and central Yarmouth to-day. But, in the South End and in some rural parts of the Municipality, the process of decay has passed the point where individual initiative could hope to be effective, unless it is co-ordinated by some central agency. When public action becomes necessary, the words Urban Renewal take on a more specific meaning. Generally, proposals involve one or more of the three following techniques which are intended to produce or retain a desirable environment.

Redevelopment means public acquisition and clearance of blighted areas, and the construction of suitable new buildings or amenities on the cleared land, using either public or private capital, or both;

Rehabilitation applies to areas not yet totally blighted, where complete redevelopment would be uneconomical and would cause unnecessary disruption in community life; improvement and repair of public facilities and private properties are essential here;

Conservation is achieved by regular care and maintenance of both public and private structures, enforced with by-laws where necessary, to prevent premature deterioration of the community's physical assets.

WHO BENEFITS FROM RENEWAL?

If the two Yarmouth Councils will support a realistic and balanced Renewal program, the physical blight can be drastically reduced, higher assessments will enable provision of better public services, and a more healthy business climate and more vital community life should benefit the entire region.

By realistic, we mean that proposals should be phased, so that local cost sharing will be feasible within rather limited municipal financial resources. Since financing may dictate that only key problems be corrected first, and that the total program be spread over a long period, beneficial effects also may require considerable time to be felt.

The program should be balanced, so that not only the housing stock but also industrial and commercial sectors benefit and derive stimuli for self-improvement. To attract industry, management, labour, or tourists, a region must be desirable for work, play and school, as well as for home life.

WHAT ARE THE RISKS?

The greatest danger lies in doing nothing to correct substandard conditions; but any corrective program entails obvious risks. First: local citizens may expect miracles from Renewal with very little local effort. Second: human problems may be overlooked in the rush to remove physical blight. Little can be achieved without the commitment of local leaders and support of most citizens.

Publicly-financed Urban Renewal has only become prominent in Canada since World War II and until recently has focussed mainly upon the large cities. Many substandard districts have been greatly improved; but the overall results sometimes have had mixed acceptance.

Usually, critics attack expropriation and clearance techniques, poor design or inhuman scale of replacement housing, and the uprooting of "slum-dwellers" against their wills. Also, some families resettled in new housing may revert to their original poor housekeeping and perpetuate the slum or ghetto stigma in a poverty "cycle of despair". Resistance may be heard from this minority, from a few absentee landlords fearing loss of profits, or from some taxpayers feeling that "the poor will always be with us", so why waste money?

Most of the foregoing can be traced to ignorance of the facts, failure to inform property owners of long range benefits, or failure to work with residents in early planning and by follow-up supervision and education.

HUMAN RENEWAL*

This Study stresses physical blight; but in implementing any program, the need for human renewal must have high priority. Blight is a symptom of disease rooted in unemployment or insufficient training for either employment or home-making, many related welfare problems and prejudice. Business, the Church and agencies such as Nova Scotia Newstart Inc. must help in locally-based programs that can lead people to "jobs, independence and active citizenship".*

* The New Haven Achievement - W. E. Ogdon

TERMS OF REFERENCE

The following is an extract from the Study Agreement made on 8th August, 1967, and signed on behalf of the Town of Yarmouth, Municipality of the District of Yarmouth, and Central Mortgage and Housing Corporation.....pursuant to Section 33(1)(h) of the National Housing Act, 1954.....which reads in part:

"parties hereto mutually agree as follows:

1. The Town and Municipality hereby undertake to conduct an urban renewal study and also a study of special local problems to identify areas of the Town and Municipality which are of a blighted or substandard nature, provide information and formulate recommendations upon which an orderly programme of renewal action may be based, and examine and recommend upon those aspects of municipal planning, policy and control necessary to prevent the deterioration of areas not presently blighted.

2. In conducting the study the Town and the Municipality shall undertake:

(a) the identification of general problem areas including:

(i) a general examination of the regional and urban characteristics of the community in relation to its economic physical and population growth,

(ii) an evaluation of existing planning and other study data pertinent to renewal,

(iii) the preparation of a general statement including information on:

1. land use and condition of buildings on block by block basis,
2. transportation patterns and problems,
3. municipal services,
4. population characteristics and their distributions (including ethnic grouping) on a neighbourhood basis,
5. community services (health, education, recreation) on a neighbourhood basis,
6. the distribution of residential accommodation by size, type and occupancy,
7. existing municipal controls - (general development plan, zoning and building by-laws, etc.),
8. financial, administrative and technical resources of the municipality in order to assess its ability to undertake public works including renewal,

(iv) analysis of both the general statement and the identification of general problem areas."

ITEM 2(a) constitutes PART ONE of this Study.

PARTS TWO AND THREE will supply information required in ITEMS 2(b) and 2(c) as follows:

"(b) examination of general problem areas to determine possible scheme areas and to formulate a recommendation on the type of renewal action warranted. In the assessment of these areas and the appropriate action necessary the following factors may be taken into account on a block sampling basis:

(i) for residential areas:

1. the general economic conditions including the type of occupancy (tenant or owner) income ranges, the assessment rate, the level of rents and market values,
2. the general social characteristics including family structure, ethnic and neighbourhood influences, welfare and unemployment factors, over-crowding,
3. the general physical characteristics including condition of building, density, parking and traffic, municipal services,

(ii) for non-residential areas:

1. the general economic conditions including the forms of tenure, patterns of land ownership, market and assessment values, together with an assessment of the demand for commercial and industrial development,
2. the general physical characteristics including the condition of buildings, transportation and parking, municipal services, room for expansion.

(c) the formulation of an urban renewal programme which shall include recommendations on:

- (i) boundaries of future urban renewal scheme areas,
- (ii) types of renewal action required,
- (iii) a rehousing programme,
- (iv) priorities of action,
- (v) citizen participation,
- (vi) probable magnitude of cost of renewal action,
- (vii) planning and other controls including:
 1. a statement on adequacy of planning and other controls,
 2. recommended controls for the general problem areas,
 3. recommended controls as preventive measures for the balance of the municipality not yet blighted,
- (viii) financial, technical and administrative resources of the municipality relative to the proposed urban renewal programme."

The remainder of the Agreement describes what costs may be included, how accounts are to be kept by the Town and Municipality, submission of quarterly progress reports, ownership of the study report and all the supporting data, and the amount of the study costs (75%) which will be paid by Central Mortgage and Housing Corporation.

Nature of the Region I

Climate for Renewal II

SECTION "A" - REGIONAL EVALUATION

The Urban Context

SKETCH HISTORY

- 1000 - Lief Ericson's capital in America built near Tusket River mouth.
- 1521 - Bay of Fundy named by Portuguese Fagundez; first maps of coast.
- 1604 - Cape Forchu named by Champlain on Port Royal voyage.
- 1651 - West Pubnico settled by d'Entremont; became only Maritime French Barony.
- 1713 - Britain regained region in Treaty of Utrecht.
- 1749 - Halifax founded to combat rebellious sentiment among colonists.
- 1755 - Acadians expelled from Chebogue and other settlements.
- 1758 - First representatives elected to the Legislative Assembly.
- 1761 - First English speaking settlers from New England landed at Chebogue.
- 1764 - First vessel launched at Fish Point.
- 1766 - First Church (Congregational) in the County built at Town Point.
- 1776 - American War of Independence began; Liberty Pole set up at Argyle.
- 1784 - Tusket settled by Dutch Loyalists from New York and New Jersey.
- 1787 - Yarmouth made a Port of Entry.
- 1788 - Richan's Tavern opened in Yarmouth.
- 1790's - First Anglican and Roman Catholic Churches built in Yarmouth County.
- 1810 - By now, Yarmouth had predominance over Chebogue.
- 1812 - "Runic Stone" found near Yarmouth harbour.
- 1822 - First public library in Province founded in Milton.
- 1830 - John Patch invented screw propeller at Yarmouth and Kelley's Cove.
- 1831 - First Yarmouth Academy built.
- 1836 - County of Yarmouth formed.
- 1848 - Nova Scotia first colony to achieve responsible government.
- 1864 - Free schools introduced, supported by universal tax levy.
- 1865 - First Post Office building in Nova Scotia erected in Yarmouth.
- 1869 - First Bank established; and first Policeman hired in Yarmouth.
- 1870's - Economic Depression
- 1879 - 279 vessels totalling 153,517 tons on the Yarmouth registry.
- 1885 - Rich gold deposits discovered near Kemptville.
- 1888 - First street railway in Maritimes organized in Yarmouth.
- 1890 - Town of Yarmouth incorporated.
- 1914 - World War I.
- 1930's - Economic Depression.
- 1939 - World War II.

SOURCES

"History of the County of Yarmouth, N.S."
 "Yarmouth County Study"
 "Yarmouth Light-Herald"
 "Historic Sites"

Circa 1900 - Reverend J. R. Campbell
 1965 - Acadia University Institute
 1967 - Centennial Edition
 1967 - Yarmouth Tourist Association

I - NATURE OF THE REGION

....General Examination

To-day, Yarmouth Town has a population of about 8,500 persons, with roughly 7,000 in the surrounding Municipality. Yarmouth's Area Industrial Commission calls this area the "Gateway to Nova Scotia". The Gateway image stems from traditional ties with New England, to-day symbolized by the ferry to and from Bar Harbor. It makes Yarmouth a port of entry for thousands of American tourists each year, and an exporter of increasing quantities of fish and fruit.

There is a warm hospitality in the region, which is bound up with pride and independence rooted in the history of outstanding achievements by Yarmouth County natives. The basic problem here is not in the will of people to progress. It lies instead in the narrow economic base, and long periods of uncertainty as to employment and growth prospects. This is linked with the factor of isolation relative to the Province, and Nation....it is like being on the end of a long wharf out in the Atlantic Ocean. Many Nova Scotian problems seem magnified here.

When the Maritimes' economic troubles are cured, Yarmouth's will be greatly reduced. But, by identifying activities for which its location is considered strategic, and directing its present efforts toward these ends, it still may gain relative economic advantage over neighbours who are either less fortunate or less far-sighted.

(a) PHYSICAL FEATURES

The area covered in the Terms of Reference for this Study is shown shaded on map #1 on page 8, and it involves a sub-region ranging five to ten miles from Yarmouth's town centre. The Town occupies the eastern and north shores of its harbour, which is the outlet for the Bunker-Doctor-Milton Lakes drainage system. The Study includes these and communities at Chegoggin, Dayton, Wellington, Hebron and South Ohio; plus the west shore of the harbour south to Overton Yarmouth Bar, Markland and Cape Forchu. In addition, the quality of the Port Maitland and Pembroke beaches has been considered.

South of the Town is included the Chebogue peninsula, with Sand Beach, Kelley's Cove, Rockville, Central Chebogue, and Chebogue Point. The watershed of the Chebogue River is covered, from Chandler and Trefry Lakes including Greenville, Brooklyn and Arcadia. The east side, formed roughly by the Annis River, Porcupine and Salmon Lakes, includes Pleasant Lake, east banks of the Chebogue River outlet, Melbourne and East Chebogue.

GEOLOGY AND TOPOGRAPHY

For our purpose, a good description of the geology and geomorphology of the area can be found in the 1965 Study of the County, conducted by Acadia University. Yarmouth County occupies 838 square miles, made up of remnants of late PreCambrian fold mountains and granites which invaded and metamorphosed parts of them in Devonian Times.



The latest Ice Age has blurred the earlier topography and left most of it as a gently undulating plain, with glacial and fluvio-glacial clays, silts, sands, gravels and boulders, after transporting them from the north over fairly short distances. Drumlin and drumlinoid formations are common in the coastal areas around the Town of Yarmouth, mostly along narrow bands of slate. These follow a general north-south trend, sometimes forming offshore island summits.

The pre-glacial drainage pattern was probably from north-northeast to south-southwest. The ice sheet generally destroyed or distorted this pattern, leaving the whole of the County rather poorly drained. Lakes and fresh-water swamps occupy almost ten per cent of the total County area. An old pre-glacial valley, running from Cape Forchu to Lake George, is evident to-day as Yarmouth Harbour, plus its series of lakes connected by small overflow channels.

SOIL QUALITIES

According to the Canada Land Inventory, the soils in the Study Area range from class 7 to the higher class 3, mainly the latter. The class 7 soils are confined to the west shores of Doctor and Milton Lakes, to both shores of Kelley's Cove, and from Yarmouth Bar south to Cape Forchu. These have no capability for arable culture or permanent pasture. Class 6 soils, found on both sides of the Chebogue River mouth, are capable of only perennial forage crop production; and improvement practices are not feasible.

Class 5 soils exist along a fairly narrow north-south band from South Ohio to Rockville, roughly half way between Yarmouth Harbour and the Chebogue River. These are much like class 6; but limited improvement practices are feasible. No class 4 soils exist in the Study Area.

The remaining area has class 3 soils which are considered to have moderately severe limitations restricting the range of crops or needing special conservation practices. Near Brooklyn, Chegoggin, Rockville and Chebogue Point, they tend to suffer from stoniness; while near Greenville, north of Overton, and just south of Yarmouth, there is excess water. Nevertheless, under good management, the better class 3 soils are considered fair to moderately high in productivity for a fair range of crops.

CLIMATE

The Yarmouth sub-region usually has fairly cold winters, frequent summer fog periods, and ample moisture during the growing season which averages from about 25th April to the 1st of November. The January mean temperature ranges around 26° F., and for July is about 62° F. The region has about 130 frost-free days per year, and a mean minimum temperature of 0° F. Average precipitation for May to September is about 18"; and the annual average is close to 50". Although its latitude of 43°50' offers potential daylight of from 9 to 15 hours per day, frequent North Atlantic storms, and periods of fog, tend to restrict agriculture and local tourism.

(b) ECONOMY

The natural resources of prime strategic importance for the region at present are the commercial fisheries and wild life. The County "is believed to offer the best potential for the development of hunting and fishing in the Province" and "some of the best woodcock, grouse, and snowshoe rabbit hunting in North America."* Some good beaches exist in the region; and deep-sea fishing is available to tourists by charter boat. However, the commercial fisheries are still the most significant resource-based industry in Yarmouth's economy now.

FISHERIES

The County had 13.2% of total Nova Scotia landings in 1963. In 1964, the fishing industry directly involved 35% of the County labour force, and others in related industries such as boat-building, electronics and machine repairs. For many, this has been a way of life for generations, despite its highly seasonal character. Lobsters, halibut, scallops, alewives and swordfish are highest for employment provided.

The Nova Scotia Voluntary Planning Board considers that "the key to the future of an expanding fisheries sector lies in improved education and industrial structure, expanded markets and increased processing."† In the long run, the fisheries industry has a bright future; but at present, the Department of Trade and Industry considers it to

be generally over-capitalized, since there are too many units for optimum efficiency and many plants with idle capacity. The "Kennedy Round" tariff reductions should be of some help in years to come, if introduced.

In future, better-trained crews will be required, as the trend is toward intensification of offshore fishing with larger and better equipped vessels. When a herring reduction and processing plant was built recently at Lower East Pubnico, twenty seiners operated in the first year. Another plant opened in 1966 at Saulnierville; and in 1967, two more plants were operating, at Middle East Pubnico and at Bunker Island just south of Yarmouth Town.

Yarmouth has a good, sheltered harbour for the newer fishing boats. Located between Grand Manan Island in the Bay of Fundy and Clark's Harbour on Cape Sable Island, it is the best port near the centre of probably the greatest fisheries resource on Canada's east coast... Greatest in terms of variety and abundance of species, and potential value of catch. This offers an advantage over other ports in south and western Nova Scotia... for fish processing industries, and as a strategic provisions and repair centre for the growing fishing fleets of many nations, even from New Brunswick.

AGRICULTURE

Yarmouth County, which ranks 14 of 18 Counties in size, had 3.4% of all Nova Scotia farms in 1961 and 3.1% of total commercial farms, with 152 commercial compared to 158 small scale and part time farms. The Department of Trade and

* Yarmouth County Study - Acadia University

† Voluntary Economic Planning for the New N.S.

Industry lists turnips, swedes and mangels, turkeys, fruit and vegetables as significant produce.* There are some good commercial dairy farms in the area; and berry and hog production show potential for expansion.

The Voluntary Planning Board feels that:- "Planning needs to concentrate on programs and policies aimed at continuing (the) transition (to larger productive units) until... the commercial farms become the dominant production unit. For those...unable to accomplish the above transition, alternate employment opportunities must be provided."+

FORESTRY

In 1957, the County had 43.4% of its total land in productive forest. In Yarmouth Municipality, this is all privately owned. Boxwood and lath production is fairly extensive (#2 in Nova Scotia); and New England offers a convenient market for increased Christmas tree production. Saw-log output is declining and pulpwood production is low, compared to other parts of the Province, in spite of the fact that "the pulp and paper industry has emerged as sector leader...in recent years" for all of Nova Scotia.+

TRENDS IN RESOURCES

For 1968 compared to 1963, the Voluntary Planning Board projected 18.3% more Forestry employment, and declines of 0.9% and 4.7% in Fishing and Agriculture, + despite more processing jobs in both these sectors. Value of production should increase for all three.

REGIONAL INDUSTRY

In 1967, the Yarmouth region had a total of 7 fish processing plants with an average male wage of .95-\$1.25 per hour. There were 4 fish reduction plants, and 10 small fish plants. Principal employers were Bonda Foods, Superior Sea Products, and the Lawrence Sweeney plant. About 525 fishing-boats were registered, of which 55 were of the dragger, seiner or longliner class. The area had 8 sawmills, and over 51,000 acres cultivated, in 431 farms occupied by 1,971 persons in the County.

In 1961, there were 28 manufacturing establishments in the Town, producing 88.7% of County output. Principal employers in 1967 were: Cosmos Imperial Mills and its subsidiary Yarmouth Industrial Fabrics, Bonda Textiles, Thistle Knitwear, the "Bluenose" operation, Gateway Engineering Company and McConnell Ice Company. There are 9 motels in the area, 4 banks and a Trust Company, 8 Investment and Loan Companies, and 5 Oil and Bulk Storage Plants. The new industrial park already has attracted two small developments. Here lies some of the region's hope for a broader economic base.

RETAIL TRADE

In 1961, Yarmouth County had 260 stores employing 661 persons, with a total annual payroll of \$1,303,700. With total sales of \$16,626,100., this accounted for 2.9% of all Nova Scotia sales revenue, for a population comprising 3.2% of the Province.*

* Yarmouth County Survey - 1965

+ Voluntary Economic Planning for the New N.S.



Apart from the province-wide importance of Halifax-Dartmouth, Yarmouth dominates its County in wholesale and retail trade, and extends some of this influence well into Clare Municipality to the north and Shelburne County to the east. Its nearest real competition is in the Towns of Digby and Shelburne. There is a broad list of wholesalers supplying feed, grain, food, hardware, tobacco, crockery, china, building auto, plumbing and heating needs...all in or very near to the Town. Financial institutions, oil bulk storage plants, drug, clothing and furniture stores serve the region, primarily from downtown Yarmouth; while motels, restaurants, food, and automotive retailers, and various professional and technical services are dispersed within and beyond the Town limits.

INDUSTRIAL AND RETAIL TRENDS

Superior Sea Products at Bunker Island and Yarmouth Industrial Fabrics are the latest additions to major local industry. The former plans eventual expansion. Reluctance of local entrepreneurs to invest in their region may be a factor retarding other possible expansions; but a shortage of skilled labour, the rather isolated location, and slow population growth all contribute to the economic uncertainty. Some interest exists in the redevelopment of downtown retail facilities; but success would depend partly on market expansion through tourism or rising living standards. The latter relates quite directly to attraction of more industry as a major key to economic growth.

◀ Town public wharf, industry, and commerce.

COMMUNICATIONS AND TOURISM

Yarmouth is the western terminus of highways #1 and #3, which circumscribe south and western Nova Scotia respectively along the Fundy and south shores. The Dominion Atlantic and Canadian National Railways do the same, and meet in the Town. Air Canada has three flights daily through the local airport, to Halifax via Saint John, and to Boston. Two bus lines run to Halifax; and a daily trucking service via the Annapolis Valley, which seems the preferred route for most direct road or rail links to Halifax.

There is a radio station; and a TV transmitter relays CBC Halifax shows. Two weekly newspapers are published in the Town.

The "Bluenose" ferry provides daily summer service from or to Bar Harbor for cars and truck freight, and three runs per week in winter. Traffic has shown upward trends in recent years, resulting in proposals for a second ferry to the U.S.A. Apart from the expanding fisheries, this New England link holds great promise for Yarmouth's future, not only because it encourages exports to the Boston market, but also because of the tourist potential it offers the region.

COUNTY LABOUR FORCE

In "Yarmouth County Survey"*, the Department of Trade and Industry states that in 1961, 29.0% of the County's total population was in the labour force, compared to 32.1% for Nova Scotia and 35.5% for Canada. The wage

* Dep't of Trade and Industry - 1965

earners comprised 22.6%, compared to 27.6% for the Province and 22.4% for the Nation. Primary occupations held 5.2% whereas Nova Scotia and Canada had 4.2% and 4.5% there. The Department of Labour, in "Nova Scotia Labour Force" (1965), lists the total 1961 County Labour Force as 6,835, made up of 5,117 males and 1,718 females. The Town's totals were 2,004 males and 925 females.

PARTICIPATION RATES

Percentages of total population (15 years and over) in the labour force are known as the Participation Rates. In 1961, for Nova Scotia, these were 74.0% for males, 24.8% for females and 49.7% for the total labour force. In comparison, the County had 67.0%, 21.7% and 44.0% for these categories; and the Town showed 73.7%, 29.7% and 50.0%. In all categories, the Town was near or above Provincial rates, whereas the County as a whole was lower in all three. If the Town figures were excluded from County totals, the difference would be more significant. This probably reflects more out-migration from working age groups in the Municipality.

INDUSTRIAL DISTRIBUTION

The Dominion Bureau of Statistics' census* for 1961 shows distribution of labour force by industries. This reflects the basis of the County's economy, with higher than the Provincial or National percentages in fishing and trapping, construction, transportation, communication and trade, and higher than Nova Scotia's rate for manufacturing.

OCCUPATIONAL DISTRIBUTION

In 1961, the County ranked ahead of Nova Scotia and Canada for percentages occupied in management, sales, transport, communication and fishing. It was also slightly higher than the Province in craftsmen and farmers; but lower in professional, technical and clerical occupations.

AVERAGE EARNINGS

Compared with the Province's 1961 average earnings of \$3,021. for males and \$1,607. for females, the County was lower in both categories, with \$2281. and \$1253. respectively. The Town was too, but less so with \$2682. and \$1340. respectively. Here again, elimination of the Town figures would show still lower earnings in the Municipality; but this could distort the truth, since 84% of County manufacturing employees work in Town. Nevertheless, these figures suggest a standard of living relatively lower than that of Nova Scotia as a whole. This has implications for municipal finance.

EDUCATION LEVELS

Lower living costs could compensate for the lower wages; but taxes are considered high. Another possible explanation lies in levels of education. In 1961, 50.8% of Provincial population (not in school) had a secondary education, compared to 44.9% for Canada. The County had 43.9% in this category.

UNEMPLOYMENT

The Manager of the Canada Manpower Centre (Yarmouth) has supplied information on the regional labour force and seasonal unemployment. The number of jobless runs as high as 15 to 25 % in bad winters, with the rural per capita rate roughly double that in Town. It hits a peak around January; and the same cycle has persisted for twenty years or so. This problem stems from heavy reliance upon resource-based industry of a seasonal nature. Some of its effects tend to accentuate and perpetuate the condition.

Typical of the latter is the fairly static County population of about 23,000, which is due to the continuing migration of younger persons away from the region, in search of better work opportunities elsewhere. This increases the average age of tax-payers, and reduces the total working population's size relative to school or retired age-groups which depend upon them for many services.

If the financial capabilities of the local governments which provide public services are seriously impaired, the area will become less attractive for the industry which is needed to break the vicious circle of out-migration and high taxes. Evidence exists of past economic stagnation of this type.

The long range solution probably lies in a better-educated labour force and broader industrial base; but earlier relief may be had if fisheries and related repair facilities could be diversified to reduce seasonality.

OUT-MIGRATION

<u>Census Area or Centre</u>	<u>Population 1956</u>	<u>Population 1966</u>	<u>Expected 1966</u>	<u>Apparent Loss</u>
Town of Yarmouth	8095	8319	9722	-1453
Municipality of Yarmouth	6666	7104	8048	- 944

The above table, showing apparent losses of population due to out-migration, was prepared by using the natural rate of increase for Nova Scotia (about 19/1000 per annum) to estimate expected totals for 1966, from actual 1956 figures. When compared with real populations in 1966, the Municipality has lost 11.7% and the Town 14.9% of potential population.

FUTURE OUTLOOK

The Nova Scotia Voluntary Planning Board has not designated Yarmouth, or any place in southwestern Nova Scotia, as a "growth point". This means that the region is not classed as having "a cluster of industrial activities sufficiently large to generate self-sustained economic growth".* However, this opinion is based more on general impressions than on any detailed study of regional growth potentials.

The Provincial Department of Trade and Industry has devoted some time to population projections for the five Western Counties region; but results are not encouraging. The total population is expected to continue fairly stable, as it has done for nearly a century. The region's greatest economic hope is felt to be in expanded tourism and fisheries.

* Voluntary Economic Planning for the New N.S.

(c) POPULATION HISTORY

Dominion Bureau of Statistics' Census of Canada is the source of figures used below, where population history during the years 1901 to 1966 is shown for the Town and the Municipality of Yarmouth, and two adjoining Municipalities of Argyle and Clare. The latter is in Digby County, but is of interest due to its proximity to the Town.

<u>Census Year</u>	<u>Town of Yarmouth</u>	<u>Municipal Districts of Yarmouth</u>	<u>Argyle</u>	<u>Clare</u>
1901	6430	7051	9388	8585
1911	6600	7114	9506	8871
1921	7073	6198	9093	8800
1931	7055	6144	7691	8148
1941	7790	6587	7992	8480
1951	8106	6865	7812	8409
1956	8095	6666	7622	8291
1961	8636	6935	7810	8539
1966	8319	7104	8117	8562

It will be noted that the Town experienced some growth during or after two World Wars; but otherwise has remained fairly stable. A recent slight loss could reflect either economic decline, or just an exodus to the dormitory villages in the Municipality. Yarmouth Municipality shows a similar stability, with the exception of a loss during or after World War I. In Clare and Argyle, most of the decline seems to have occurred later in the roaring twenties or the early depression years. Slight recent growth in Argyle may be due to the new fish plants.

VILLAGE GROWTH CENTRES

Listed below are smaller villages for which population counts are available for 1956-61. The 5 year percentage change in the total population is negligible. However, certain centres show growth trends, while others are declining. Any conclusion based upon such a short period could be misleading; but in most cases, the figures support observations made during the land use survey. In cases marked "?", census methods were altered, and comparisons are therefore of little value. Only five centres show significant growth.

<u>Village or Hamlet</u>	<u>1956</u>	<u>1961</u>	<u>Change</u>	<u>%age</u>
Arcadia	489	400	-89	-18.9
Brooklyn	490	415	-75	-15.3
Cape Forchu	129	121	- 8	- 6.2
Central Chebogue	117	120	+ 3	+ 2.6
Chebogue Point	66	66	--	---
Chegoggin	127	171	+44	+34.7
Chegoggin South	169	204	+35	+20.7
Dayton	202	223	+21	+10.4
Hebron	440	449	+ 9	+ 2.0
Kelley's Cove	130	144	+14	+10.8
Lakeside	102	143	+41	+40.2
Melbourne(s)	229	265	+36	+15.7
Overton	237	205	-32	-13.5
Pleasant Lake	142	130	-12	- 8.5
Plymouth	192	169	-23	-12.0
Rockville	158	182	+24	+15.2
Sand Beach	295	240	-55	-18.6
South Ohio	284	331	+47	+16.5
Wellington	162	166	+ 4	+ 2.5
TOTALS:-	4160	4144	-16	- 0.4

(d) SETTLEMENT PATTERN

Original settlement within the region was never far from the sea coast, and often on it in sheltered coves. Since Yarmouth Town had the best harbour, it became the early growth point and remains the only location where development has occurred in considerable depth back from the waterfront or main road. In the Municipality, settlements are still near original highways and railroads, or the early fishing villages, and usually on the better soils. While this shows the wisdom or intuition of the early settlers, it also poses problems when scattered urban developments sprawl out along rural roads.

In this century, farm mechanization and the automobile have changed the character of settlements through increased trends to urban living. Successful farming requires less labour; and marginal farms are being abandoned. "Surplus" people who do not emigrate seem to be moving mainly to villages on paved roads close to Town. This results in long urban ribbons along the highways, where place-names often merge and community cohesion tends to disappear.

In addition to these "dormitory suburbs", there are in the Municipality a few good commercial farms, some marginal farms, and several fishing villages where some of the residents harvest Irish Moss or kelp as a supplement to their regular occupations. On several of the local lakes are clusters of summer cottages; and house-trailers also

are spotted in many locations throughout the region. If the current housing shortage is not soon resolved, controls over these will be important, since they may be the only accommodation many people can afford to buy.

SCATTERED DEVELOPMENT

The characteristic scattered development on highways near the Town is not unique to this County, but is more prevalent in the Maritimes than elsewhere in Canada. In the original farm or fishing villages, there were sound reasons for it; but the car has accelerated the trend and produced a settlement pattern which is usually uneconomical to supply with central water and sewer services. Despite its inefficiency, this pattern could offer a tool for promoting broader awareness of regional issues. Although some villagers engage in the highway commercial or tourist trade near their homes, it is obvious that many work in Town and commute two or four times daily. They have a stake in both Town and Municipality.

This apparent preference for semi-rural or a "rural non-farm" home location is long established; and with the very slow growth rates in the region, the pattern could not easily be changed. Therefore, it has to be accepted if it does no harm, and phased out over a very lengthy period in those areas where it is obviously uneconomical or poses a health hazard. Economic incentives must be found if the latter is to be accomplished. Urban Renewal and Public Housing programs probably could be adapted to help correct the problem, coupled with better regional development controls.



II - CLIMATE FOR RENEWAL

....an evaluation of existing planning and other study data pertinent to renewal.

(a) PREVIOUS STUDIES

In outlining Method for this portion of the Study, CMHC's Terms of Reference state:- "the intention is that municipalities undertaking an urban renewal study should have an up-to-date official Community Plan, or should concurrently be undertaking the preparation of such a plan."

It is mainly for this reason that the 1967 Planning Study of Special Local Problems exceeded its original terms of reference to include proposals for a Preliminary Plan. While doing this, it also attempted to summarize or inter-relate a series of Yarmouth technical reports or documents which date back over the past seven years. The list below suggests the wide concern in matters affecting planning. See also Appendix A.*

1962	Town of Yarmouth -	Housing Survey
1963	Town of Yarmouth -	Official Plan
1963	Town of Yarmouth -	Zoning By-law
1964	Town of Yarmouth-	Local Economic Study
1964	Municipality of Yarmouth -	Pollution Control and Industrial Location
1965	Yarmouth County Study -	Acadia U.(ARDA)
1967	Town of Yarmouth -	Water Supply System
1967	Planning Study, Special	Local Problems
1968	Town of Yarmouth -	Study of Sewerage
1967	<u>Municipal Services for Industrial Park</u>	
4	Churches in Town and Houses in Municipality	

The current housing stock is discussed in Chapter VI; and the various engineering studies dealing with municipal services are referred to in Chapter VII. Therefore, the main emphasis in the present short chapter is on the existing climate for a realistic Renewal program, as determined by the state of Planning and development control policy.

(b) PLANNING CLIMATE

The 1967 Planning Study's major criticism of existing conditions centred around the scattered residential development along paved highways near Town, and inadequate code enforcement, especially in the Municipality. The proposals most significant for Renewal called for a Joint Planning Board, plus a Technical Advisory Committee and a Citizens' Advisory Group to aid the Board, plus virtual merging of building inspection for the two municipalities with more staff.

The Municipality had no Official Plan; and the Town's Plan was considered superficial. A Joint Preliminary Plan was proposed as a first step towards eventual preparation of a more detailed Master or Regional Plan. The Preliminary Plan allowed for inclusion of Urban Renewal and Capital Budget Programs when they are adopted. The need for long-range Capital Budgeting should have been stressed more, because the Plan provided for several improvements such as schools, roads and hospital addition which will place some burdens on local finances. If both Councils adopt the Plan, subject to gradual revision when water and sewer finances are clarified, * Authors and/or Agencies are listed there

it should be easier for them to assign to Renewal its correct priority in the broad capital improvement programs with which they are faced. Without the perspective afforded by a Plan and long-range budget, there is a danger that either too little or too much Renewal may be attempted in the initial scheme.

(c) DEVELOPMENT CONTROL

In examining regulatory controls, existing Dangerous or Unsightly Premises By-laws were found to be generally satisfactory, as was the Town's Housing Code By-law; but shortage of staff has meant inadequate enforcement. Subdivision Regulations and a Mobile Home Parks By-law were recommended to both Councils, along with the Nova Scotia Building By-law which is based upon the Short Form, National Building Code.

The Preliminary Plan was designed to be adopted jointly and used with the present Town Zoning By-law (slightly modified), plus an entirely new Zoning By-law for the Municipality. The latter had one marked shortcoming in that it did not single out, in mapped or written form, specific and separate zones for urban or rural residential densities. This was pointed out by a representative of Central Mortgage and Housing Corporation after presentation to the two Councils; and the Solicitor and Clerk were subsequently advised as to how this control might best be achieved. While control of scatter may be difficult, it is needed for creation of economic services.

In the absence of some Provincial incentive program to foster growth in only one or two villages, the municipality should determine where it wishes to have urban development, with or without central servicing. These areas should then be designated as Urban Residential Zones. The obvious choices are South Ohio, Hebron and Dayton which are near a water supply; but Arcadia, Sand Beach and Overton may want similar consideration.

The remaining Municipal land in the Study Area should be zoned:- Agricultural, or possibly Urban Reserve, with residential lot sizes of one to three acres minimum. Sprawl could thus be checked; and ultimately, the Town and existing village densities should be more economical for central servicing. Also, agricultural land would be preserved.

The Plan allows for industrial growth in the Town and region; but demand is relatively slack at present. It hints that some harbour wholesale uses may be ripe for relocation, which should be considered in any program of Renewal. Stricter controls are proposed for highway commercial uses; and the present central commercial zoning is deemed valid.

(d) PERTINENCE FOR RENEWAL

In summary, existing and proposed Planning and regulatory measures can minimize future blight, if adopted and conscientiously administered. Renewal can remove the core of decay; but it must be supported by a policy of strong code enforcement and respect for zoning which protects existing investments.

Land and Buildings	III
Transportation	IV
Population	V
Housing	VI
Public Facilities and Services	VII
Renewal Capabilities	VIII

SECTION "B" - **PLANNING SURVEY**
A General Statement

III - LAND AND BUILDINGS

(a) LAND USE SURVEY

Survey maps # 2 and # 3 are opposite page 22; and Settlement Pattern is outlined on page 17. The region's early reliance upon the sea is evident from the way the Town, with the best harbour, experienced the most growth. Its entire waterfront is devoted to industrial uses, originally related to the fisheries or other marine activities. Both railways also focus on the harbour; and the street railway may have extended the Town's linear form.

Main highways currently are more significant, with Highway # 3 drawing minor development along its former Parade Street alignment; but topography east of Pleasant Street, which begins to slope away from the harbour, seems to inhibit growth in this direction; and the airport may have reinforced this block, while Lake Milo exerts a strong northward pull. To-day, highway influences are more obvious in the Municipality, where growth has been less compact but is still concentrated along the original paved roads. Without controls, gradual paving of rural roads may further increase dispersal away from the villages. Apart from the rather inefficient scatter of development along the highways, the overall land use pattern in the region is reasonably clear-cut. In the Municipality, most of the commercial uses are on trunk highways, and consist of motels, drive-ins, car lots, stores and service stations. In Town, commerce is mainly confined to downtown Main Street, plus

a few outlying clusters in Milton, on Parade Street, and in the South End. Apart from a few commercial dairy farms, and the various fishing wharves with ancillary facilities, the only industry of recent significance in the Municipality is the new Superior Sea Products plant at Bunker Island. Principal Town industries were described on page 11.

SOME CAUSES OF DECAY

In the Town, railway tracks run the full length of the shoreline within a block or two of Main Street; but their Water Street alignment is well below the grade of Main Street due to the sloping shore. Excepting where the tracks cross Main Street in Milton, they do not appear to be the sole cause of blight. Perhaps in the days of steam their presence was more offensive. In the Municipality, the railway's only effect appears to be the blocking of development in depth back from the Highway in the Dayton area.

There are buildings on Starrs Road and Main Street where deterioration could be blamed on the presence of heavy traffic; but their age probably is a more significant factor. However, in the central commercial core, the inadequate parking and periodic congestion are adversely affecting many old buildings. No serious effects directly attributable to traffic are obvious in the Municipality.

Perhaps because Yarmouth has grown slowly, without severe speculative pressures, there are relatively few examples of unsuitable land use mixes as prime causes of blight; but

wartime buildings near Pleasant and Parade, the curling rink, power station and one bowling alley must discourage nearby residents, and tend to lower their property values.

CHANGING LAND USES

In the Yarmouth region to-day, the principal use factors contributing to blight appear to be changing land uses, some of which could produce bad mixtures in future. An economic trend, business growth or new highway construction can alter the urban structure for the benefit of many; but if these proceed without comprehensive planning, changes may occur unnoticed which can affect the whole community's life by blighting parts of it.

Abandonment of marginal farms in the Municipality has left obsolescent dwellings vacant or occupied by persons who lack the will or the money to practise good maintenance. The mixture of ~~Woods~~ ~~Mac~~the Highway # 1 ribbon north of Town has not visibly hurt many of the buildings yet; but its potential for congestion could adversely affect homes there.

In the Town's central business core, the cost of off-street parking will be low compared to that of widespread renewal which could become necessary if the northward shift of business cannot be checked. The new Ferry Terminal at Forest Street is a logical southern "anchor" for tourist-oriented commerce. The central commercial zoning is based on this concept, and should be enforced to encourage gradual improvements downtown. If fringe locations are approved, downtown business will suffer.

LAND USE MAPS

The 1967 Planning Study's land use surveys are shown on accompanying Maps # 2 and # 3. The following is a short explanation of the legend and classification techniques used.

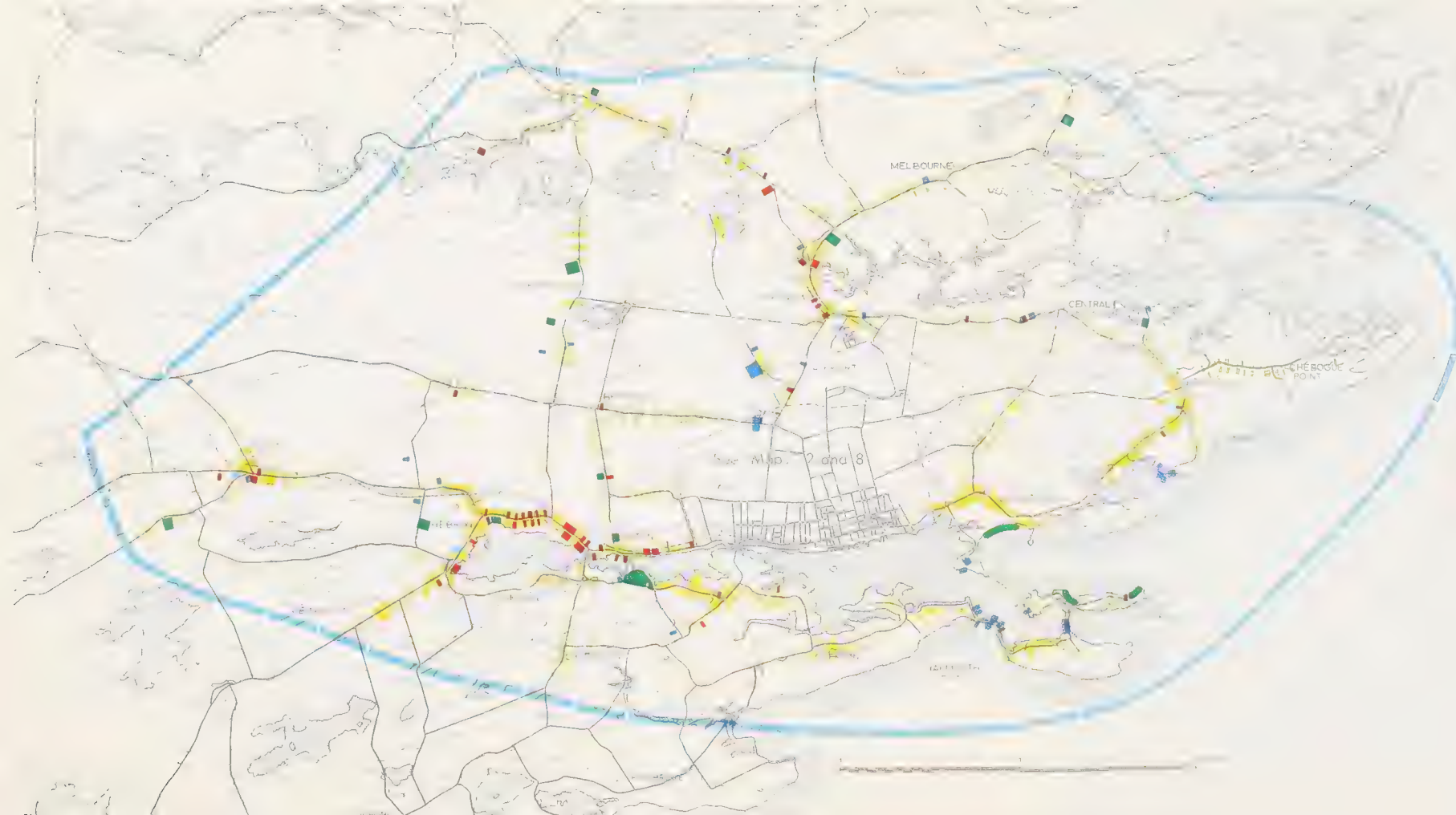
<u>Yellow</u>	= RESIDENTIAL regardless of number of dwelling units per building.
<u>Red</u>	= COMMERCIAL includes office space, retail, restaurants, motels, service stations, home crafts. Residences above commercial uses are not shown if structure was built for commerce; but for commercial uses in houses, both are shown.
<u>Dark Blue</u>	= INDUSTRIAL including wholesale, manufacturing, transportation and any buildings, slips or wharves related to the fishing industry. The Town dump is included here.
<u>Light Blue</u>	= INSTITUTIONAL includes schools, government offices, fire halls, hospitals, library, post offices, museums, lighthouse, churches, jail, service clubs, and private charitable or indoor recreational organizations. The schools in the Municipality which were abandoned after consolidation are shown too.
<u>Green</u>	= OPEN SPACE (excludes farm, forest, or undeveloped land) includes all parks, playgrounds, cemeteries, beaches and golf courses.



LAND USE

- RESIDENTIAL
- COMMERCIAL
- INSTITUTIONAL
- INDUSTRIAL
- OPEN SPACE

TOWN



LAND USE

- RESIDENTIAL
- COMMERCIAL
- INSTITUTIONAL
- INDUSTRIAL
- OPEN SPACE

MUNICIPALITY

(c) BUILDING CONDITION SURVEY

Results of a generalized Building Condition survey conducted in 1967 are shown opposite page 24 on Maps # 4 and # 5. Paved roads also are shown to permit comparisons to be drawn between maintenance practices and the presence or lack of this amenity.

Although the entire survey was carried out by the Study Director in order to achieve standardized results, it is possible that subjective factors may have influenced the classifications on different days or in different districts. Bad weather tends to make even good buildings look dull; and a minor maintenance defect, in an otherwise well-kept district, makes a worse impression than it would in a generally run-down area. Nevertheless, the over-riding goal, of showing pockets of blight or potential decay, is clearly portrayed in the maps.

THE MUNICIPALITY

Owners of structures along paved highways in the Municipality tend to practise good building maintenance; but exceptions do exist, where paving may have come recently. Arcadia, Overton, Hebron and South Ohio all have charm and character, and some fine buildings. It is in the smaller isolated hamlets, away from the oldest paved roads, where building conditions and populations are declining. These conditions appear attributable to two major factors, both of which may relate to low income of occupants with little or no regular employment.

The first is obsolescence of old farming or fishing structures. Obvious examples are in the bush and farmland between Wellington and South Ohio, and north of the latter, plus a colony of fishermen's huts at Yarmouth Bar, where in Depression days, many could afford nothing better for homes. Some are now abandoned; but a few remain inhabited, and some of the wharves are still in use. Other scattered examples exist near Chebogue Point.

The second factor is poor code enforcement... allowing houses to be erected without due regard for contemporary sanitation, site or building standards, probably often without proper building permits. This type is most evident along the Wyman Road south of Town, on the Brooklyn Road north of Yarmouth, and in Greenville which is of very low standard. The Kelley's Cove-Rockville complex also exhibits some substandard conditions.

Two other man-made factors are contributing to potential blight; but are not shown on the map. These are: wanton disposal of old car bodies, and refuse, in the bush or on the seashore, and the poor condition of many farm outbuildings, barns and garages. These suggest that smaller farms have been declining in economic importance.

THE TOWN

Milton in the north has many good buildings, including some stately homes near the hospital, newer project homes in the northeast sector, and the new Beacon Street Church. In the Central area, the new Public Library is

a most striking building in its park-like setting next to the ivy covered Court House. Further south on Main street, some fairly new stores mix with rather drab older commercial and institutional uses.

There are some fine homes in the Central and South areas; but on balance, building conditions are worst in the South End, which has the highest proportion of old structures. Blight runs back from the waterfront three to six blocks; and its influence is evident beyond. Other examples are scattered well throughout Town, often near the fringe where urbanization may have led to abandonment of former old farmsteads.

The waterfront problem seems to be economic decline, or retention of old premises which no longer rely upon direct access to ships. Many South End buildings are simply worn-out, and long overdue for replacement. There is real danger for downtown Main Street that suburban shopping districts may develop if the older merchants cannot modernize and/or improve their store fronts. Lessons can be learned from other Nova Scotian towns with this problem. More parking is also needed.

Recent better code enforcement has resulted in demolition of some substandard buildings in the north and central areas, where private redevelopment is proceeding at a reasonable rate. The new Yarmouth Industrial Fabrics plant, Capri Motel, and Grand Hotel are good examples. But the South End is a classic picture of what was left in the backwash as the Town-centre slowly shifted northward.

BUILDING CONDITION MAPS*

The accompanying Maps # 4 and # 5 show the results of Building Condition surveys conducted in Town and Municipality during 1967. Six field classifications were condensed to three for mapping purposes. Listed below are the criteria employed in these surveys, which only considered exterior conditions.

- 1a Very Good = Sound structures, usually less than 10 years old.
- 1b Good = Sound older structures, generally well maintained.
- 2a Fair-Good = Apparently sound structure, with neglected paint, eaves, shingles needing maintenance.
- 2b Fair-Poor = Fairly sound structure, with neglected porches or bricks, likely to deteriorate soon.
- 3a Poor = Faulty structure, with chimney or foundation cracks and general deterioration.
- 3b Very Poor = Structure beyond economical repair, with sagging roof, bad or no foundation, usually not worth saving.

Small residential buildings were recorded in field notes, but not classed as substandard unless in poor or very poor condition. Other points noted include: two houses on one lot, unsightly yards, junk piles and out-buildings, abandoned buildings, cars or refuse. For the general problem areas, more of these details will be provided in Part Two of the Study.

* See Appendix B, Building Conditions Summary



**BUILDING
CONDITION**



TOWN



**BUILDING
CONDITION**

- GOOD
- FAIR
- POOR

MUNICIPALITY

MAY
COMMUNITY PLANNING CONSULTANTS
HALIFAX

1968
CONSULTANTS
NOVA SCOTIA

Urban Study Renewal 1967-68
TOWN AND MUNICIPALITY OF
YARMOUTH NOVA SCOTIA

IV - TRANSPORTATION

(a) RAIL SERVICE

Dominion Atlantic Railway, a subsidiary of C.P.R., runs from Yarmouth via Digby and the Annapolis Valley to Windsor Junction, where it connects with the C.N.R. Halifax-Moncton line. The Dayliner offers a two-way service from and to Halifax each day but Sunday; but there have been frequent threats to cancel it, presumably because of low revenues. The Canadian National Railway serves Yarmouth to Halifax along the south shore. Its passenger service is local and not favoured for through trips to Halifax.

The D.A.R. handles all switching for C.N.R. in Yarmouth. It occasionally takes piggy-back trucks from the "Bluenose"; but most of its freight from the U.S.A. goes north via Toronto, thence east via the Digby ferry. Competitive carload figures obtained for 1965 and 1966 suggest that D.A.R. handles 3 to 4 times more inbound traffic than C.N.R., and nearly twice the outbound traffic.

For both carriers, 1965 inbound carloads totalled 1,926, dropping to 1,606 in 1966. Outbound totals were 357 and 278 for these years, with the decline blamed on a strike at Cosmos Mills. There appears to be a gradual loss of petroleum traffic to trucks. For the C.N.R., "pulpwood forms 75% of outgoing shipments, while petroleum products, coal, flour and grain products, and other foods are the main imports."* The D.A.R.'s

main customers are Cosmos Imperial Mills and subsidiary, E.K. Spinney, Kenney Supplies, Parker-Eakins, Atlantic Wholesalers, Yarmouth Cold Storage, Killam Brothers, Minard's Liniement, Bonda Foods and Textiles, Texaco, Imperial, B/A, Irving and Petrofina Oil Companies.

(b) AIR SERVICE

The Yarmouth airport, operated by Department of Transport, can handle large turbo-prop ("Vanguard") aircraft, but not the largest jets. An instrument landing system was added in 1967, resulting in more reliable services. At present, D.O.T. plans an improved terminal and other ground facilities, but does not anticipate any runway extensions.

Air Canada operates daily return flights between Halifax and Boston via Yarmouth and Saint John, plus a Yarmouth to Boston shuttle in summer months. Recent annual passenger increases of about 12% are below the national average; and the passenger "load factor" is often below the economical break-even point; but the service is still considered essential.

High value, low bulk commodities are the only freight ever likely to demand regular service by air; and present traffic is not considered significant for the airline, as it consists mainly of emergency orders for local industry. Occasionally, lobsters are shipped early in season when "Bluenose" is in refit. Seaworms and dew-worm bait exports are increasing, and some strawberries are flown out; but the pattern is sporadic, depending upon fluctuations in supply or demand.



(c) MARINE SERVICE

The C.N. "Bluenose" car ferry is subsidized; but deficits are dropping close to break-even, and statistics show latent demand at the peak season exceeding capacity. This service is of great importance to the Yarmouth economy, not only for the tourists it brings to the region, but also for the link it provides with New England markets for exports from fisheries and fruit industries.

At present, there are two possibilities for increased ferry service out of Yarmouth. One is proposed by a group in Gloucester, Massachusetts; and the other involves lease of a Swedish boat by Bar Harbor interests. These could give the region a real stimulus.

HARBOUR AND FACILITIES

Yarmouth harbour is subject to silting; but a depth of about 20 feet is maintained with periodic dredging at major wharves. The Public Wharf, owned by Department of Transport, is in good condition but is often very overcrowded. More berths are necessary to accommodate expanding fishing fleets; and improvement of its inner basin recently has been announced. Even more space is needed.

Repair and maintenance facilities are also inadequate for present and future demands, with foreign vessels finding it difficult to use private slips for hull repairs. Formation of a co-operative repair centre would help, and could create more off-season work. Urban Renewal might provide suitable sites.

← Ferry Terminal, "Bluenose", and local motels

(d) ROAD SERVICES

Acadian Lines runs two bus trips daily each way between Halifax and Yarmouth via the Annapolis Valley, which seems the most popular route because it is one hour shorter than the south shore route run by MacKenzie Bus Line. These services carry more passengers east of Middleton and Bridgewater; and MacKenzie's service eventually may have to be abandoned because the revenues are below operating costs west of Bridgewater.*

Other local buses operate each day between the Pubnicos, Wedgeport and Yarmouth; but their significance for the Town appears to be minimal. More and more people seem to prefer their cars, both for local shopping and for the 220 mile trip to Halifax, where they can save about three hours by car when compared to bus time. Even the Dayliner does not match the 4½ hour summer driving time required by car under normal conditions.

Acadia University's 1965 Study says truck service is similar in pattern to the buses, with the two most substantial services on Highway # 1. One links Yarmouth both ways with Halifax and Moncton four days and with Beaver River once weekly. Another runs to Weymouth and back five days per week. West Pubnico has five days per week service with Yarmouth, and Lockeport has it once weekly. Shelburne has similar service; and Clark's Harbour is connected twice weekly in winter and three times per week in summer. Except for Carleton, most other rural areas must rely upon chartered trucks for service.

* Yarmouth County Study - Acadia University

The same Study stated: "The entrepreneur of a newly establishing light industry would probably be wise if, from the transport point of view, he established his works either in Yarmouth itself or north of the Town along Highway No. 1 where good trucking facilities exist and are underemployed."*

HIGHWAYS

As stated before, Yarmouth is the western terminus of Highways #1 and #3, with the former "Valley" route carrying more traffic. Since it could reduce driving time by possibly 25%, a totally new all-weather road to Halifax would be a great advantage for Yarmouth; but in the total Provincial context, this cannot be justified by present or projected traffic.

Recent press releases stated Department of Highways' 1971 targets for Nova Scotia's trunk road system. Major reconstruction is proposed or underway for much of route #1 from Halifax to Digby, and for route #3 from Halifax to Bridgewater. West of these two towns, it is planned to up-grade both routes to all-weather standards. Width, grades, turns, bridges and approaches, base and surface will be improved to allow for the eventual elimination of the Spring load restrictions.

Generally, old alignments will remain west of Digby and Bridgewater, with some by-passes eventually around major towns. Yarmouth is not to be by-passed; but re-alignment of route #3 is probable near the Town. The 1967 Planning Study+ shows this, with possible access roads, plus less likely changes for route #1.

(e) TRAFFIC AND PARKING

The local R.C.M.P. think present speed zones in the Municipality are effective, and say that local accident rates declined recently. They recommend level crossing signals for Prospect Street, and improvement of Greenville Road's intersection with Highway #1. The busier rural roads are gradually being paved. Highway #1 suffers from ribbon commercial development in the Dayton-Hebron area near Yarmouth, which is now well advanced. Control measures are currently under consideration.+

In Town, congestion is only serious at rush-hours due to suburban commuters, and when the "Bluenose" unloads in mid-afternoon. Two constables direct these jams. Although local residents have objected to having Forest St. used as a truck route, this or an alternative route via Water Street is needed to relieve Main Street of Ferry and industrial trucking.+

On-street parking adds to downtown congestion and often is scarce two blocks from Main St. With the expected 10% average annual increase in tourist traffic, parking bans may someday be necessary in the downtown core. The Town has already provided some off-street parking; but more will be essential soon. The 1967 Planning Study recommended this, with sharing of the costs by the Town and local merchants.+ Urban Renewal funds also might be made available to remedy parking problems, if strategic locations could be found in commercial areas which are blighted. The possible blighting effects of congestion and/or the lack of paved roads is considered in Chapters III and IX.

* Yarmouth County Study - Acadia University.

+ Yarmouth Planning Study - December, 1967

V - POPULATION

In Chapter I on pages 15 and 16, Dominion Bureau of Statistics' Census of Canada was used to determine Population History, Village Growth Centres and Out-Migration Trends. The purpose of this chapter is to provide more facts about the region's population which may be pertinent to Renewal. This is done by showing various population distributions and then considering some ways in which this information may have implications for the regional economy and for the financing and structuring of an Urban Renewal program.

(a) RURAL-URBAN DISTRIBUTION (1961 Census)

Population Category	County of Yarmouth %	Province of Nova Scotia %	All of Canada %
Rural Non-Farm	55.1	37.9	19.0
Rural Farm	8.0	7.7	11.4
Rural Total	63.1	45.6	30.4
Urban Total	36.9	54.4	69.6
Grand Total	100.0	100.0	100.0

One of the major factors leading to migration of population, especially since World War II, has been mechanization of agriculture. Fewer persons are needed on farms; and those with uneconomical operations are slowly forced to seek another livelihood. The foregoing table shows rural and urban population distribution by percentages for the County, Province and Nation. These were developed from the D.B.S. 1961 Census because 1966 County figures were not yet available.

A study of earlier Census figures reveals that the rural farm category is declining quite rapidly in Canada and also in Nova Scotia. One might expect that the urban figures would show a corresponding opposite trend. This was so in Canada from 1951 to 1961; and Nova Scotia followed the trend to 1956; but then the pattern in our Province reversed slightly, at least until 1961.

The apparent inconsistency can be explained by Rural Non-Farm figures, which increased here from 1951 to 1961. In Yarmouth, these are much greater than in the Province as a whole. Over half the County's population is not on farms, but not in towns either. The inclusion of cities in Nova Scotia totals explains only part of this contrast.

These facts are very significant for both Planning and Urban Renewal. They point out a characteristic which makes the region less amenable than some to "classic" zoning and density controls. The sprawl and scattered development already has occurred in rural areas surrounding the Town; and because of the slow growth, is not likely to be altered quickly. Either residents must have found it cheaper or preferable this way, or Town resources were unable to cope with demands for physical expansion when they occurred.

For a Renewal Study, these facts suggest a way to partially explain why the rural roads exhibit some of the poorest buildings seen. True: they are not URBAN conditions; but the bulk of the inhabitants may be NON-Farm, and lack the income needed to live in Urban areas.

(b) SCHOOL ENROLMENTS

School Enrolments (as of September 30th)
 Grades 1961 1962 1963 1964 1965 1966 1967

Auxil. 31 30 29 29 27 29 44

Primary 169 162 156 167 149 153 168

Grade 1 159 165 138 141 147 143 151

Grade 2 149 163 169 148 154 156 144

Grade 3 150 154 164 162 154 164 161

Grade 4 174 162 148 160 178 146 149

Grade 5 161 175 160 164 170 189 173

Grade 6 173 155 169 150 145 144 162

Grade 7 147 178 148 169 152 183 212

Grade 8 132 140 149 129 143 164 147

Grade 9 93 104 108 123 97 154 144

Grade 10 180 221 189 191 234 231 285

Grade 11 126 179 185 181 181 209 239

Grade 12 69 51 81 101 89 85 86

Elem. 1166 1166 1133 1121 1124 1124 1152

Jr. High 372 422 405 421 392 501 503

Sr. High 375 451 455 473 504 525 610

TOTAL: 1913 2039 1993 2015 2020 2150 2265

The foregoing table shows recent enrolment records (excluding Vocational students) as supplied by the Town's Superintendent of Schools. The former parochial St. Ambrose Junior High School joined the Town system in 1966-67. Figures for the Municipality were not obtained because its schools draw students from beyond the Study Area.

All Town schools are at capacity, excepting Memorial High, which is beyond it and has pupils in library, cafeteria and basement. Conversion of the former Vocational school should provide adequate space, but not much reserve. However, the declining birth rate may somewhat offset current increased retention rates, which may go even higher when the new Vocational school is completed.

(c) NOVA SCOTIA BIRTH RATES (per thousand)*

Year	1958	1959	1960	1961	1962	1963
Birth Rate	27.6	27.5	26.8	26.1	25.3	24.6

(d) POPULATION AGE STRUCTURE (1961 Census)

In the table below, the age groups between 20 and 40 years are particularly significant.

Age Group	Municipality of Yarmouth	Town of Yarmouth	Province of Nova Scotia
0-4	686	957	91 239
5-9	761	929	84 760
10-14	821	917	80 329
15-19	635	741	64 239
20-24	335	519	49 311
25-34	608	941	87 316
35-44	851	1 094	89 618
45-54	826	932	75 881
55-64	574	706	50 897
65-69	251	302	21 341
70 +	587	598	42 076
TOTALS:	6 935	8 636	737 007

* Nova Scotia Community Planning Division.

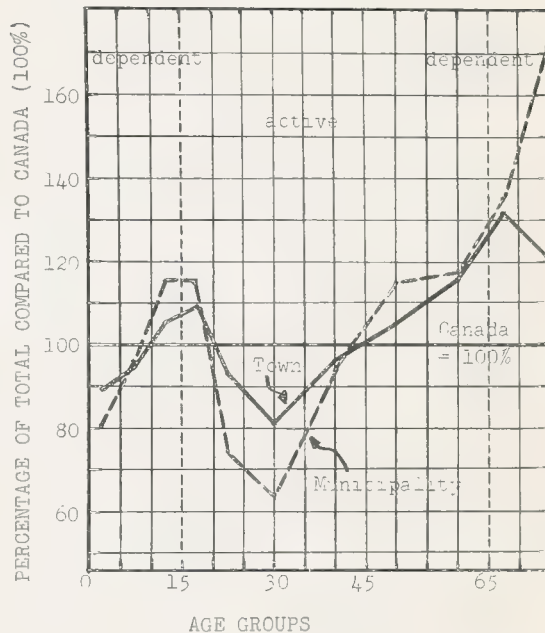
If similar statistics for the Nation were plotted on graphs showing population by age groups, most of Canada would show a dip for ages 20 to 40, reflecting declining birth rates in the 1920's and 1930's. These suddenly increased during World War II; but since the 1950's, they have been falling again, as indicated in table (c).

The real significance for Yarmouth lies in the fact that this younger working age group is a smaller fraction of the total than in Nova Scotia or Canada as a whole...a problem which is common in many Maritime regions, excluding the larger cities.

In table (e), by comparing local age structures with those of Canada (rated as 100%), the economic effects of this phenomenon are more clearly demonstrated; and at least four conclusions are suggested:-

- (1) Young people have migrated away, to seek better employment, probably to the cities where the relative shortage of their age group has accelerated the trend;
- (2) The region has a very high proportion of persons over 65, which suggests that some may have come home to retire;
- (3) Compared to Canada, the school age population also is relatively large when related to the active population;
- (4) For the "active" population, with fewer than the national average left in the work force, the tax burden to support municipal services for all age groups is bound to be relatively heavier; or there will be a lower level of services.

(e) ACTIVE/DEPENDENT POPULATIONS (1961)



NOTE: See Appendix C for supporting figures

SOURCES: 1961 D.B.S. Census of Canada, and
A. S. Harvey - Institute of Public Affairs

The remainder of this chapter is devoted to direct quoting of information from the 1964 Local Economic Study of the Town of Yarmouth, by M. Steward of CMHC Halifax, plus statistics from the 1961 Census.

(f) THE TOWN OF YARMOUTH: HOUSEHOLDS AND FAMILIES

The number of households in Yarmouth increased modestly from 7,145 in 1951 to 8,315 in 1961, an increase of 7.9%. Likewise the number of families increased modestly over the 1951-1961 period from 1,929 to 1,996, an increase of 3.4%. Although no breakdown of non-family and family households is available for Yarmouth, it is conceivable that some improvement was experienced over the ten year period in the number of families doubling up.

Town of Yarmouth Statistics Survey from
Yarmouth the 1961 Census of Canada

POPULATION	HOUSEHOLDS	PERSONS/HH
1961 8636	1961 2315	1961 3.6
1956 8256	1956 2101	1956 3.6
1951 8106	1951 2145	1951 3.7
10 yr: +0.5%	10 yr: +7.9%	10 yr: +4.0%

HOUSEHOLDS BY NUMBER OF PERSONS (1961)

1	2	3	4	5	6	7	8	9	10+
263	581	423	384	291	159	95	43	32	44

NUMBER OF FAMILIES	PERSONS IN FAMILIES	PERSONS PER FAMILY
1961 - 1996	1961 - 7469	1961 - 3.7
1956 - 1906	1956 - 6906	1956 - 3.6
1951 - 1929	1951 - 6882	1951 - 3.6

FAMILIES BY NUMBER OF PERSONS (1961)

1	2	3	4	5	6	7	8	9+
659	414	366	259	137	74	31	56	

PER = 3.7
(NS = 4.0)

FAMILIES BY NUMBER OF CHILDREN 24 YEARS AND UNDER AT HOME 1961

0	1	2	3	4	5	6-8	9+
631	427	366	260	147	71	77	17

Children in Families: 336
Average Children per Family: 1.8 (NS - 2.0)

Town of Yarmouth Census of 1961: HOUSEHOLDS AND FAMILIES

D.B.S. figures for the Municipality alone are not published under these categories. The following statistics apply to the whole County of Yarmouth, including Municipalities of Argyle and Yarmouth, and the Town itself. Because they cover far more than the Study Area, comparisons with 1951 have not been attempted. The 1961 information is shown so that similarities or differences may be seen between urban living in Town and rural farm or non-farm life outside Town Limits.

HOUSEHOLDS BY NUMBER OF PERSONS (1961)

Total	1	2	3	4	5	6	7	8	9	10+
-------	---	---	---	---	---	---	---	---	---	-----

5929	632	1410	974	955	705	513	318	178	101	143
------	-----	------	-----	-----	-----	-----	-----	-----	-----	-----

Average Persons per Household: 3.9 (N.S. 4.0)

FAMILIES BY NUMBER OF PERSONS (1961)

Total	2	3	4	5	6	7	8	9+
-------	---	---	---	---	---	---	---	----

5354	1726	1033	951	677	426	241	126	174
------	------	------	-----	-----	-----	-----	-----	-----

Average Persons per Family 3.9 (N.S. 4.0)

FAMILIES BY NUMBER OF CHILDREN
24 YEARS AND UNDER AT HOME 1961

Total	0	1	2	3	4	5	6-8	9+
-------	---	---	---	---	---	---	-----	----

5354	1752	1009	931	676	441	236	252	57
------	------	------	-----	-----	-----	-----	-----	----

Total Children in Families: 10,079

Average Children per Family: 1.9 (N.S. 2.0)

By comparing statistics in sections (f) and (g) it can be seen that the Town tends to have fewer persons per household, and fewer persons per family than does the adjoining territory or the Province as a whole. The same is true for the number of children per family. If the Town figures were removed from the County totals, the differences would be even greater between the two areas.

(h) YARMOUTH COUNTY: WAGE EARNERS (1961)

The following figures provide some insight into the local economy and its problems. They seem to suggest that low incomes may be one of the basic reasons why building conditions are less than desirable in some parts of the Study Area.

Total Wage Earning Families:	2,690
Average Earnings of Head:	\$2,543.
of Family:	\$2,974.

Earnings	\$2,000.	\$2,000.	\$3,000.	\$4,000.
or less	\$2,900.	\$2,900.	\$2,900.	\$4,900.

Heads:	965	864	430	236
Families:	775	732	497	333

Earnings	\$5,000.	\$6,000.	\$7,000.	\$10,000.
	\$5,900.	\$6,900.	\$9,900.	& over

Heads:	132	43	30	10
Families:	189	83	65	16

(j) YARMOUTH REGION ETHNIC GROUPS (1961)

The Town traces its ancestry 59.2% British, 31.2% French, 1.4% Netherlands, 1.2% Asiatic, 1.1% German, 1.1% Jewish and 4.8% others. The Municipality is 70.0% British and 17.6% French, 1.7% Netherlands, 1.1% German and 9.6% other ethnic groups.

In 1961, the County enumerated 51.6% Roman Catholic, 31.2% Baptist, 8.2% United Church, 4.8% Anglican and 4.2% of other religions.



VI - HOUSING

The 1964 Local Economic Study of Yarmouth* stated:- "The need for better housing is quite evident in view of the poor and inadequate housing which characterizes a large part of the south end of the Town. The Town is indeed striving to rid the poor housing within its boundaries. The demolitions already undertaken and those proposed is a clear indication of their desire to this end. However, alternative accommodation to house the displaced families is already presenting a problem."*

Using information provided by that report, by D.B.S. Census of Canada, and by the Town and Municipal Assessors and Clerks, this chapter attempts to describe the present housing situation in a way that will suggest how age, absentee ownership, inadequate space and/or high building densities may be contributing to physical blight. Chapter X will relate some of the 1967 information with maps to help in identifying problem areas.

(a) TOWN OF YARMOUTH

In recent years, there has been a downward trend in house-building activity. From 20 new units in 1959 to 16 in 1966, the average has been about 12 to 15 new units annually. Very few houses have been built for speculative purposes; and rental vacancies seldom exist. About "10 to 12 older existing properties are sold each year, ranging in price from \$2,000. to \$10,000."*

High land and servicing costs are factors retarding new construction; but the spread between average incomes and costs of house construction (particularly in such small numbers) is Yarmouth's real problem. Recent proposals for a Land Assembly Scheme were shelved because it could not be proven to be economic for this region (30 lots should be sold in 3 years). As an alternative, the Nova Scotia Housing Commission is now recommending that 15 "economic rental" units be built. Effective demand for new home ownership is lacking because only 3% to 5% of all wage-earning families could afford it to-day.

The 1961 Census estimated that 53% (1,232 out of 2,315) of all occupied dwellings were rented.* In 1967, figures supplied by the Town Assessor† showed that 57% (1,397 out of 2,445) of the total occupied dwellings were tenant-occupied. So, for the present at least, the trend is away from home ownership.

Photos on page 34 show good quality housing in Milton and Central Yarmouth, plus some substandard examples in the South End and near Yarmouth Bar in the Municipality.

At present, only one modern-type apartment building exists (about 10 units); and there is one limited dividend project of 56 units in the South End which has been filled ever since its completion in the 1950's. The bulk of the rental properties consists of duplex, semi-detached or row housing, plus numerous conversions in older homes. The Town's 32 public housing units recently have provided some better quality; but they have not really

* Local Economic Study - CMHC, Halifax

† L. J. Smith, Assessor, Town of Yarmouth

added to quantity because of the demolitions resulting from better code enforcement. The 1961 Census enumerated 76% of all dwellings as constructed before 1920. Replacement of old buildings obviously has been lagging. It is doubtful whether to-day's new houses are intended to last upwards of 100 years; but assuming only a fairly stable population with no future increase, they may still be needed a century from now. At current rates of building, only about one per cent of the total housing stock is being constructed in the Town each year.

INFORMATION FROM TOWN ASSESSOR'S ROLLS- 1967

<u>Total Residential Structures</u>	<u>One Family</u>	<u>Two Family</u>	<u>Ap'ts. or Flats</u>
1,698	1,196	329	173

<u>Occupied Dwellings</u>	<u>Occupancy Owner</u>	<u>Occupancy Tenant</u>	<u>Average Dwelling Floor Area (sq ft)</u>
2,445	1,048	1,397	730

Only 13 vacant dwellings were counted late in 1967, some of them soon to be demolished. Four or five times that number would be more desirable in a competitive housing market.

The following dwelling statistics were taken from the D.B.S. 1961 Census. Ages and conditions of dwellings were of significance, with 18.4% needing major repairs. Our 1967 survey rated 10.5% as in poor condition. Further details are supplied in Chapter X.

OCCUPIED DWELLINGS: TOWN OF YARMOUTH - 1961

Type	Total: 2,315	<u>Tenure</u>	Owned: 1,083
Single detached:	1,112		Rented: 1,232
Single attached:	586		
Ap't. or Flat:	617	<u>Residential Use</u>	
(double house:	419)		
(duplex:	282)	Residential:	2,162
(other:	502)	Residential	
(mobile home: nil)		and Business:	153

<u>Length of Occupancy</u>		3 - 5 years:	449
less than 1 year:	353	6 - 10 years:	377
1 - 2 years:	272	10 - + years:	864

<u>Period of Construction</u>		<u>Dwelling Conditions</u>	
before 1920	1,756	good condition:	1273
1920 - 1945:	243	minor repair:	615
1946 - 1959:	301		
1960 - 1961:	nil	major repair:	427

<u>Occupied Dwellings by No. of Rooms</u>		<u>Average Rooms per Dwelling</u>
1-2 3 4 5 6 7 8 9 10+		5.9
0 149 401 409 541 377 183 101 107		(NS 5.8)

<u>Occupied Dwellings by No. Bedrooms</u>		<u>Average Bedrooms per Dwg.</u>
0 1 2 3 4 5+		2.9
nil 267 632 825 428 158		(NS 3.0)

<u>Occupied Dwellings by Persons/Room</u>		<u>Average Persons per Room</u>
0-0.5 0.6-1.0 1.1-1.5 1.6-2.0 +		0.61
1,058 1,020 189 nil		(NS 0.70)

(b) MUNICIPALITY OF YARMOUTH

Housebuilding trends in the Municipality seem similar to those in Town, with from 17 to 30 new units per year built recently. Land costs may be less serious; but central servicing is lacking except for properties which may be near the Town water line which runs from Lake George to Prospect Street.

Figures supplied by the Municipal Assessor in 1967 show less than 13% of all occupied dwellings as rented. Home ownership is much more prevalent than in Town; while double and multiple housing are far less frequent. The age of dwellings in the County is not significantly different from Town, with 72% built before 1920 (in the 1961 Census).

INFORMATION FROM MUNICIPAL ASSESSOR - 1967

<u>Total Residential Structures</u>	<u>One Family</u>	<u>Two Family</u>	<u>Ap'ts. or Flats</u>
1,184	1,137	40	7

<u>Occupied Dwellings</u>	<u>Owner</u>	<u>Tenant</u>	<u>Surm.</u>	<u>Average Floor Area/Dwelling</u>
1,153	932	147	74	800 sq. ft.

Late in 1967, 83 vacant dwellings were noted, a number which seems more than adequate..... but, often they are on marginal farmlands or are virtually abandoned.

In the absence of Municipal data, 1961 County figures are listed for comparison with Town.

OCCUPIED DWELLINGS: COUNTY OF YARMOUTH - 1961

<u>Type</u>	<u>Total</u>	<u>Tenure</u>	<u>Owned</u>
Single detached:	5,932		4,358
Single attached:	4,380		Rented: 1,574
Ap't. or Flat:	861		
(double house: 701)	691		
(duplex: 337)			
(other: 514)			
(mobile home: nil)			

<u>Length of Occupancy</u>		
3 - 5 years:	809	
less than 1 year:	539	
1 - 2 years:	492	
6 - 10 years:	793	
10 - + years:	3,599	

<u>Period of Construction</u>		<u>Dwelling Conditions</u>
before 1920:	4,270	good condition: 3,024
1920 - 1945:	717	minor repair: 2,092
1946 - 1959:	875	
1960 - 1961:	nil	major repair: 816

<u>Occupied Dwellings by No. of Rooms</u>		<u>Average Rooms per Dwelling</u>
3 4 5 6 7 8 9 10+		2.5
277 695 817 1235 1022 792 434 553		(NS 5.8)

<u>Occupied Dwellings by No. of Bedrooms</u>		<u>Average Bedrooms per Dwg.</u>
0 1 2 3 4 5+		3.3
nil 441 1241 1879 1452 889		(NS 3.0)

<u>Occupied Dwellings by Persons/Room</u>		<u>Average Persons per Room</u>
0-0.5 0.6-1.0 1.1-1.5 1.6-2.0 +		0.60
2756 2462 555 113		(NS 0.70)

The dwellings needing major repairs made up 13.8% of the County total, which is slightly better than in Town; but needs for minor repairs were enumerated more in the County. Long-term occupancy is more predominant in the County, which is probably related to the greater percentage of owner occupancy. It is also noticeable that dwellings in the County tend to have more rooms and more bedrooms, but about the same number of persons per room as those in the Town.

Our 1967 condition survey rated 7.8% as in poor condition. Chapter X will relate this and the Assessors' information in maps and tables to suggest whether or not blight in the Municipality is associated with size, occupancy or location of dwellings.

(c) PUBLIC HOUSING

The Yarmouth Housing Authority operates 32 units of public or low-rental housing. All of these are three bedroom units, which is a drawback when trying to serve families of varying sizes. The eight north end units on Shaw Avenue were bought already-built for about two thirds the unit cost of the other 24, which are dispersed on various sites in the south end. The Shaw Avenue units rent with services included; but in the remainder services are paid separately by the tenants.

There is a graduated rental scale in effect, based upon fully serviced units; and adjustments are made for unserviced accommodation by subtracting estimated costs from rents.

The graduated rental scale in effect for September, 1967, ranged from \$32. per month (16.7%) for a monthly family income of \$192. or less, to \$168. per month (30.0%) for a monthly family income of \$560. Income is defined as the aggregate gross income of all family members, excluding such items as the Family Allowance, capital gains, living out or travel allowances of the family head, and earnings of children at school or of members other than the head, over \$75. per month.

The Housing Authority Manager screens all applicants and recommends to the Authority who should be accepted. There is no income ceiling; but income and changes in it must be reported. Only one eviction has occurred to date; but there has been resistance from some applicants who refused to pay more than \$5. per week, even with family income totaling \$500. monthly from four wage-earners.

So, although the Study will leave no doubt about the need for better quality housing in Yarmouth and vicinity, present methods of providing and paying for it may still need to be reviewed. A broader range of types is required in low rental housing to meet the varying family needs. Educational programs may also be necessary if all families which need it most are ever to be persuaded that better housing is really worth having.

Complaints also are heard from some quarters that habitual "house-wrecking" families have been excluded from public housing. They may be unfounded; but if true, such families may require training on how to care for a house.

VII - PUBLIC FACILITIES AND SERVICES

(a) MUNICIPAL SERVICES

Existing water systems and sewerage in the Study Area were considered for the 1967 Planning Study by Mr. Errol D. MacDonald, Halifax Consulting Engineer. Maps of existing services and proposals from other recent studies were provided in the Planning Study; and a revision of the text is printed below.

GENERAL OBSERVATIONS

In the Study Area, most of the owners of recently built houses probably must drive to Yarmouth or some other comparable distance to their employment. The land within a practical commuting distance of a Town the size of Yarmouth gives an extent of paved road and land physically suited for building which is immense when compared to the number of people wanting to build. Some areas near Town are suburbs in the regular sense; but those who choose a general rural environment in which to live are not particularly disposed to group together into the outlying communities, or to seek similarity to Town environment. Except close to Yarmouth, the County communities thus tend to grow by extension as much as by infilling.

Small subdivisions tend to have almost random locations within the commuting belt and, generally lacking services or any special attraction, they grow slowly. The prospect of their slow growth makes it economically

difficult for the subdivider to consider central systems with disposal and water supply facilities. Depending upon the extent of street available, early lot sales may tend to spot here and there to take advantage of the best scenic views and drainage. Neighbourhood shopping centres would tend to attract new building around them; but the size of nearby market is not conducive to this. Consolidated schools seldom attract to an important degree.

To the extent that general and services planning need predictability of development preference as a base, the diffused pattern and the comparative abundance of land make such steps difficult. If service districts were to be set up so as to present a certainty that services would be provided and have to be paid for, many people might be repelled from developing there, rather than attracted to it. This may sound rather negative; but it is only a normal state of affairs for land out past the suburbs. If the relative amount of this dispersed development is high compared to the Town and suburban type, whether this is undesirable or not, it may be just inherent to automobile use, and the size of the core community. This matter has a serious effect upon services planning, and so has to be kept in mind, because the Study Area is much larger than the Town itself.

WATER SUPPLIES AND SYSTEMS

The Town uses Lake George, a good quality supply, with a yield sufficient for foreseeable demand; and excepting chlorination, Ph adjustment and possibly fluoridation, it requires no treatment. Although the original water system

was of a good standard when installed, it is now less than adequate, in that there is no proper margin of reserve in transmission, storage and distribution facilities. The Town has been carrying out a comprehensive watermain cleaning program, and has made extensions and has improved capability by better looping of mains in recent years. However, as pointed out in a recent engineering study*, these measures alone cannot give the capability needed to meet demands which are projected, especially if the fish-processing and other industries are to be encouraged to locate on the system. Other sources were considered in the same report; but it judged the continued use of Lake George to be best. The total estimated cost for proposals in that report, not including rights-of-way, was: \$2,490,000.

The Town's regional predominance makes such improvements more practical than would be the case if comparable population centres existed nearby. Application was made to the Atlantic Development Board for assistance in these improvements; but to date no formal decision has been made. It is understood that there will be examined the possibility of saving some capital expenditure by some arrangements which can be phased with demand.

The existing Town transmission line passes through the Hebron-Dayton area. A few customers are connected there; but at present, the water is not chlorinated until after it reaches the Town. The proposed new supply and transmission facility would apply the treatment to the water at Lake George.

Outside of Town, there may in time develop some small water systems too distant to be economically connected to the Town supply. A proposed Province-wide water resources investigation may disclose potential sources which should be protected. Most of the surface water resources have large drainage basins; and it is probably industrial potential that would be of most interest. Whatever use restriction that might apply is not likely to alter the habitation development potentials of the Study Area very much.

Frequently, wells are the most economically developed sources for small communities. The potentials in the Yarmouth area for any wells to serve central systems is rather poor. Nevertheless, with storage to supply peaks, a well with mediocre yield of 7 to 10 g.p.m. can still supply 30 to 50 homes. Such cases would require planning co-ordination, however, as the systems would be unsuitable for densities requiring fire protection.

SEWERAGE

The Town recently commissioned a Study+ of Sewerage which will probably provide us with an evaluation of existing systems, propose remedies for trouble points which would increase reserve capacity, and suggest means of disposal to decrease harbour pollution. Proposals for renewal should be co-ordinated with findings of that study. Waterfront proposals in particular could open a trunk sewers corridor that otherwise would be particularly expensive; and the judicious arrangement of proposals might avoid some pumping.

Existing sewers are mainly of the combined type. Sizes seem particularly small for such use, although some surface drainage does go to streams or harbour without entering the sewers. There are 34 known outfalls into the harbour, with no collector sewer at present. Tides usually prevent serious nuisance from developing. Until recently, this sort of simple uncollected and undispersed system was widely tolerated in sea-side towns. But there is a definite danger of bacterial pollution; and the Province is now seeking to have some effective methods of disinfection developed, as a possible alternative in some instances for the marine environment. More details on this could be sought from the Nova Scotia Water Authority.

Conventional separation, collection and treatment measures tend, in total, to cost in the \$150. per capita range. The Town is too far from the sea to employ dispersal, except conceivably overland at Overton or Yarmouth Bar; and even this would involve collection costs. The Province hopes to find a widely applicable means to reduce costs for the seacoast towns. Until the Yarmouth Sewerage Study becomes available, the \$150. per capita figure could be used for long-range sewerage costs, not including extensions for growth.

The Yarmouth Area Industrial Commission has had estimates* prepared for servicing an industrial park; but some outlay would also be necessary to prevent flooding of Broad Brook. (The nature of the latter work is such that estimates are not possible without extensive soils investigation.) While the

feasibility of the particular project would be sensitive to the Broad Brook improvement costs, its costs will not be major when compared to renewal estimates for example.

A report† by Canadian-British Engineering Consultants, prepared for the Municipality in 1964, concludes that only the Dayton-Hebron community can be economically served at present; and a check of the apparent age of buildings now confirms this. At that time the consultants' cost estimate for the area judged suitable to serve with total sewerage was \$370,000. About 155 properties would be served, which is a low average density; yet the proposed sewers are needed. This is an example of costs encountered where there is great fluctuation in density, with groupings requiring sewers separated by parts at lesser densities that have less need. Aid has been applied for under the Municipal Services Act. From the public health viewpoint at least, a consistent scatter is better than small groupings which are dense enough to have disposal problems, yet so far apart as groups to rule out central servicing.

SUMMARY

The foregoing is a superficial appraisal, not based upon close study, but greatly assisted by other recent reports. Street and local road costs have not been considered; but at all times they can be grouped with the current revenue base and left out of a direct renewal examination. In the several communities where central servicing is not feasible economically, the major factor in considering

* Engineering Service Company

1967

† Pollution Control and Industrial Location.

these is the average density; but topography, digging conditions and the amount of current growth are also important. In some cases, the conclusion is obvious; in others, some background is warranted, and is given here.

In connection with the land use survey of the report, house counts were obtained, from which average frontages could be studied. Aerial maps have been made only for the Town, and so there was no possibility of obtaining a growth estimate by checking present occurrence of occupied buildings against occurrence at some past moment on aerial mapping. (Aerial photographs of the entire area are available; but a simple stereo examination of them does not yield very conclusive results.) The apparent age of occupied buildings is a guide to growth, but not a very reliable one. Records of building permits are not classified sufficiently to assist. Census district boundaries are too large to help in respect to the massed core of a small community.

In Arcadia, average density in the central core of about 50 occupied buildings gives an average frontage of roughly 180 feet. Outlying sections have even higher average frontages. This tends to be out of range for economic servicing, especially as the growth is slow and in the outer sections, rather than by infilling the central area. At Sand Beach, average frontage from the Town Limit to the small peninsula south of Bunker Island is about 215 feet, with 64 dwellings in this section. A shorter section has an average frontage of less than 150 feet; but with only

25 dwellings, it is not an economic service grouping. Relating the housing in the air photos to that of the present, the annual growth is about $4\frac{1}{2}$ to 5%. Continuance of this rate of growth would seem likely; but it is not certain that future growth at Sand Beach will specifically arise from desire to be near work at the Bunker Island fish plant.

The Sand Beach situation is common, with the general ribbon features probably attributable to what in absolute terms is a slow growth. The pattern is continuous with Kelley's Cove and Rockville; but Sand Beach is somewhat nearer to a confrontation with the difficulties of attempting central servicing. Control of densities through zoning would be desirable, and would have to relate very much to good use of topography as it affects servicing economics. With the growth rates that obtain, however, zoning would not be basic or sufficient to make for development occurrence that could be readily served.

Only incentives, which make certain communities grow at the expense of others, would make much difference. It probably is demonstrable that servicing assistance (low cost lots) would not influence a potential buyer of a rural house lot, and that more effective incentives would have to operate with respect to everyday living. This should precede any water system and sewerage planning. Therefore in the Study Area at present, it would be in general idle to draw up natural drainage basins, logical water supply arrangements and the like, unless there exists or is imminent, density which can be serviced.

Similarly, the Overton, Markland, Sidon Hill districts comprise areas which are vast compared to Yarmouth area growth. The lot area requirements tend to prevent a health danger. On the face of it, the minimum frontages do not preclude a possibility of servicing. However, with the growth available, the net effect is groupings of quantities of dwellings too small to be in reasonable cost brackets as respects treatment, sewage pumping and water supply. Only the creation of potent conveniences in a very few selected areas is likely to influence the present dynamics of settlement.

REFUSE DISPOSAL

There is no municipal garbage collection in the Study Area; it is done by private contractor, or on an individual basis. Near Port Maitland, the Municipality operates its dump; and the Town also has one close to the airport. The 1967 Planning Study suggested that both Councils combine operations and consider the feasibility of sanitary land fill disposal. However, at present, the Town is attempting to improve its present dump by acquiring more land and drilling a well for fire protection. An annual clean-up campaign is held; but refuse and car bodies in the bush are proof that much remains to be done in educating the careless minority.

ROADS AND SIDEWALKS

Building Condition Maps (opposite page 24) have indicated existing paved roads in the Study Area. As noted under transportation,

the Highways paving program in the Municipality is gradually covering more heavily travelled rural roads. Driving conditions generally are good, except during the Spring thaws, at which time a few of the back roads are almost impassable due to poor drainage. During the survey, the worst conditions were experienced on: the road west of Bunker Lake running north from Doctor Lake; the road running south from Wyman Road to Rockville; and the access road to cottages on the northern side of Trefry Lake.

In Town, most paved streets are in fairly good condition, although often lacking curbs and occasionally heaved and broken in Spring. Sidewalks are fairly common in the older sections, with asphalt walks favoured on some residential streets in recent years. But, many have unpaved paths; and in new sections even these may be lacking. Street naming is sometimes obscure and not well standardized.

Several older streets are substandard width; and in such cases, residential lot depths may be shallow, or lots may run through to paved lanes. But, except for problem areas, these conditions were not considered in detail because no evidence was found that alone they are major blighting factors in the Yarmouth context. Many fine buildings have survived under these circumstances, probably because adjacent densities of development were low. When renewal becomes necessary in such areas, some re-design of street pattern would be desirable; but to do it now would be unwise, and could mean losing many beautiful trees and buildings with useful life left in them.



(b) COMMUNITY SERVICES

The Terms of Reference call for information on health, education and recreation on a neighbourhood basis. However, the Study Area is not organized that way. It is made up of several villages and hamlets in a Municipal sub-region, plus a dominant Town which does not have clear-cut neighbourhoods as such. Milton and South End have some identity, with the Central area between; but only elementary schools are organized on this basis.

SENIOR GOVERNMENT SERVICES

The Province's Highways Building on Starrs Road houses Highways, Public Health, Lands and Forests, Agriculture and Adult Education staffs, plus Town Welfare Officer. On Willow Street, the Federal Building is occupied by Customs, Fisheries, Post Office, Manpower and U.I.C. staffs. Two railways each maintain small passenger and freight terminals as does Air Canada at the airport. The DOT operates the Public Wharf, and owns the Ferry Terminal which is operated by C.N.R. There is a new lighthouse at Cape Forchu.

Nova Scotia Newstart Inc., established with Federal-Provincial funding in 1967, has its offices on Main Street: "to identify by means of action-research, effective methods and programs for motivating, counselling, and training adults toward suitable and rewarding jobs."* It is now conducting a survey of human resources (local skills) which should lead to training programs essential for real success in Renewal, both Urban and Human.

* T.M. Jones, Executive Director of Newstart

COUNTY OR REGIONAL SERVICES

The County of Yarmouth, formed in 1836, is divided into Municipal Districts of Argyle and Yarmouth. The Municipality of Yarmouth owns and maintains the Court House on Main Street, housing offices of Clerk-Treasurer, Assessor, Tax Collector and Harbourmaster. The Municipality's Courts and Jail serve the entire County, including Argyle. Space in the Court House and operating costs are shared with the Town. Land has been bought and plans prepared for a future addition. Hebron had a fire hall; but in the Study Area the Town now handles most calls on contract. RCMP Yarmouth Detachment provides policing.

Consolidated elementary-junior high schools in Hebron and Arcadia are operated by the Municipality; and it shares operation of the senior high school in Town. The proposed new Vocational school also will serve Clare and Argyle; and the old one is to be converted for additional academic space.

Photos on the opposite page show the South Ohio Post Office, the Provincial Building, the Regional Hospital and the beautiful new Izaak Walton Killam Public Library and War Memorial in a park next to the Court House.

The Riverview Municipal Home is near Arcadia; and Villa St. Joseph du Lac near Dayton is a Roman Catholic Home. The 165-bed Regional Hospital, located on Vancouver Street, serves patients from beyond half-way to Digby and Shelburne; but roughly 80% of capital cost is borne by residents of the Municipality and

Town of Yarmouth. It is planning now an addition to provide intensive acre and artificial kidney units, an isotope laboratory, physio offices and possibly 40 more beds at a cost of at least \$1,000,000.

Excluding school teachers, the Municipality has 24 full-time employees plus a part-time Physician and Solicitor. More details are listed in Chapter VIII. In addition, it had 37 school buses under contract for 1968.

TOWN SERVICES

The Town of Yarmouth was incorporated in 1890. Its Clerk-treasurer and Assessor have offices in the Court House, where Council meetings also are held. The Town has three fire stations using a small full time staff plus volunteers; and the central station is shared with the Town Police. A new central police-fire station has been recommended. The Deputy Fire Chief is also Town Building Inspector; and his Department operates a museum in the Milton station. The Yarmouth Historical Society also has one, with many historic sites marked throughout the area.

The Town Engineer has an office in the old Water Building on Jenkins Street; and there is a reservoir, and a pumping station, on Prospect Street. As shown in Chapter VIII, the Town's staff, excluding schools, totals 45 full-time and 4 part-time employees.

Frost Park opposite the Court House is well maintained; but others, such as that on Beacon Street, need further development.

A new park has been proposed opposite the Ferry Terminal on Forest Street. Apart from the schools, the only supervised playground is in the South End, where it is most needed; but other areas are available for development if the money can be found. There is a new Centennial Swimming Pool building on Main Street. The Curling Club is now considering amalgamating with the Golf Club, which has a 9-hole course in the South End.

On Main Street, there is a movie theatre, a billiard room, a tavern, and a Provincial Liquor Store. Milton has a bowling alley; and the South End boasts a Youth Centre. In the opinion of the late Police Chief, there is not a serious vandalism or juvenile delinquency problem; but some younger persons interviewed suggested that there was a need for more indoor games and dance facilities.

Yarmouth seems to have an abundance of fine churches in relation to its population size; and five service clubs have local branches. The Province and Yarmouth Tourist Association both operate Tourist Bureaus in Town.

Detailed school enrolment statistics for the Town were provided in Chapter V - Population. The local School Board operates three elementary schools: Milton, Central and South Centennial, with classroom capacities of 8, 18 and 16 respectively. Its one junior high school can accommodate 12 classes; and the Consolidated Memorial High School has design capacity for 11 or 12 classes, with 18 more soon available in the old Vocational School.* St. Ambrose school joined the system in 1967.

* L.J. Lamont, Superintendent of Schools.

VIII - RENEWAL CAPABILITIES

This chapter is designed to fulfill those requirements of the Terms of Reference which call for an "examination of existing municipal controls (general development plan, zoning and building by-laws, etc.)" plus an "examination of financial, administrative and technical resources of the municipality in order to assess its ability to undertake public works, including renewal."

(a) EXISTING CONTROLS

In Chapter II: "Climate for Renewal", we examined the existing planning climate and referred to recommendations of the 1967 Planning Study.* Since the distribution of the Planning and Urban Renewal Studies will be virtually identical, there is no need to go into great detail here. Recommendations already have been made; and, (as stated on page 20) if adopted and/or conscientiously administered, the proposed and existing Planning and control measures can minimize future blight in the region.

Additional recommendations may be made in Part III of this Study regarding special controls for problem areas; but the key to success will lie mainly in the willingness and ability of Councils to enforce measures already in effect or under consideration. Adequate staff and co-operation between Town and Municipality is essential. Existence of this necessary regional spirit was displayed

in a recent agreement, whereby the Town Fire Hazards Inspector will also work part-time in future for the Municipality, within the territory covered by Town Fire-Fighters.

THE RECORD TO DATE

Despite economic uncertainties and the local feeling that southwestern Nova Scotia sometimes is overlooked in development plans for the Atlantic region, Yarmouth Councils and business groups have demonstrated in recent years a determination to improve their region regardless of the obstacles.

In Town, the Deputy Fire Chief's building inspection function is a relatively new post. He states: "Because of the large number of substandard houses, together with the lack of better low rental houses, coupled with many families earning very low wages, it is impossible to condemn the many buildings that should be."† Action has been concentrated in the north and central areas, working towards the south. To some, this may seem discriminatory; but it does make sense, to contain or stop the spread of blight before trying to eradicate the hard core of decay.

Late in 1967, he listed 24 residential buildings (39 dwelling units) which have been demolished in recent years, at his Department's request, or to make way for new industry or commerce. About 10% of these had been vacant for some time. Three other properties had recently been condemned; and nine additional structures (14 dwellings) will not be allowed to re-rent when they become vacant.

* Community Planning Consultants, Halifax

† P.H. Cleveland, Yarmouth Deputy Fire Chief.



Photos on page 48 suggest the varieties of good housing which exist in non-blighted areas of Town for various income ranges. These conditions need not be confined to 60% of the total stock, as at present.

The Town's policy of gradual removal of the worst buildings appears to be succeeding; and it should be well suited to a conservation program for those parts of Town which are not yet seriously blighted. With the support of the Councils, it should also be possible to do the same in the Municipality.

The Municipal Assessor's records, in 1967, showed 11 dwellings as "not habitable", and three others under demolition. The shortage of inspection staff has hampered enforcement and follow-through of building condemnations; but they still are proceeding slowly.

(b) ADMINISTRATIVE AND TECHNICAL RESOURCES

Some idea of the scope and capabilities of the two local governments can be gained from listing their respective staffs. The 1967 information in the opposite column was supplied by the offices of the Clerk-Treasurers.

In the past, both the Town and Municipality have employed technical consultants for many special engineering studies. The Town's Engineer and his staff should be capable of handling regular public works and maintenance programs which might be extended into the Municipality where necessary, provided that additional staff could be hired and some form of co-operative financing could be arranged.

MUNICIPALITY OF YARMOUTH

1967 STAFF*

Clerk-Treasurer	1	Tax Collector	1
Assistant	1	Assessor	1
Secretary	1	Secretary	1
Janitor	1	Riverview Home:	
		Superintendent	1
Jailor	1	Farm Manager	1
Assistants	2	Male Attendants	3
Matron	1	Female Attendants	3
		Cook	1
Solicitor (PT)	1	Assistant	1
Physician (PT)	1	Maids	3

TOTALS: 24 full-time and 2 part-time staff.

TOWN OF YARMOUTH

1967 STAFF*

Clerk-Treasurer	1	Tax Collectors	2
Assistant	1	Assessor	1
Secretaries	2	Secretary	1
Police Chief	1	Fire Chief (PT)	1
Policemen	8	Deputy Chief	1
Meter Policeman	1	Firemen	4
Engineer	1	Water Dep't.	4
Sanitation Dep't.	3	Secretary	1
Pumping Station	2	Water Meters	1
Part-time	1	Meter Reader	1
Welfare Officer	1	Street Maintenance	7
		Park Attendant	1
Solicitor (PT)	1	Helpet (PT)	1

TOTALS: 45 full-time and 4 part-time staff.

* Excludes all school staffs and bus drivers

The Town Engineering staff could form the local nucleus required for supervision of those aspects of Renewal which may fall within their sphere. In the same way, the Building Inspection staff (Fire Department) should prove very helpful in code enforcement which would be part of the program.

Both Clerks, the two Assessors and each of the Solicitors must be involved in the inevitable appraisals, acquisitions and financing which Renewal will demand. They are all local people, and have displayed a pride in the region and an eagerness to see it improved.

In the socio-economic field, the Town's Welfare Officer and Western Health Unit staffs are interested in the up-grading of housing and sanitation standards. The School Superintendent, the Manager of the Canada Manpower Centre, and the Director of Nova Scotia Newstart all have expressed a deep concern and interest in the potential benefits to be had from Renewal.

But, it must be borne in mind that all of these persons have work to do in their present positions, and in some cases are already understaffed. The best that can be expected from them is co-operation and an active support of the Renewal program in their regular professional work, plus their possible part-time service on advisory committees to help co-ordinate the program. They will form part of the essential core of citizens who support the aims of Renewal; but they will need professional help.

IMPLEMENTING THE PROGRAM

In order to properly implement a comprehensive program of Renewal, some additional staff will be required, either as employees of the local governments, or on loan from the Provincial government. Recommendations regarding this will be made in Part III.

Assistance may also be available from other sources. The staff of Nova Scotia Newstart should play a prominent role in the human aspects of Renewal which must be considered if the physical program is to bear fruit. In addition, the Federally-financed ARDA and FRED organizations may have to be asked for help in coping with deteriorated rural housing, since this may not be recognized as an "urban" problem in the National Housing Act.

However, regardless of where staff or funds are found, the program must be rooted in a base of strong local leadership, provided by elected representatives, businessmen, the Churches, service clubs and private citizens.

(c) FINANCIAL RESOURCES

Appendix D (Tax Base) lists 1967 assessments as prepared by the Nova Scotia Revaluation Commission for both Town and Municipality. Almost 50% of the Town's revenues came from residential properties, compared to 54.5% for all Towns in the Province. The Municipality relied on residential property-owners for over 67%* of its revenues, down from 71% in 1966. The Nova Scotia average for all Municipalities in 1967 was 63.6%.*

* Excludes non-resident summer residences.

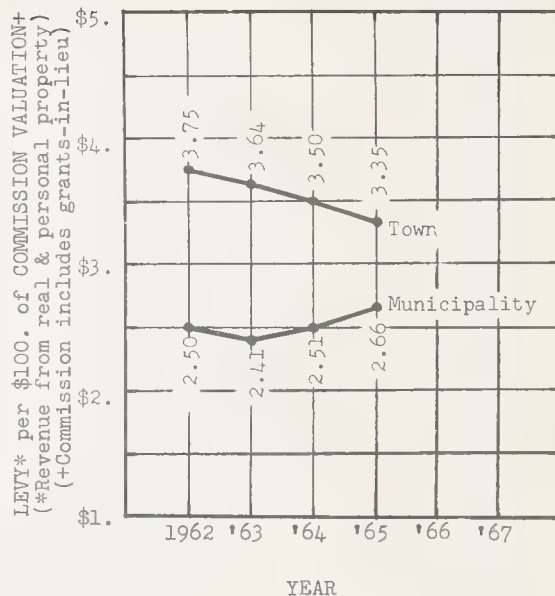
(1) TAX RESOURCES

Like most local governments in the Province and the Nation as a whole, Yarmouth's also find it difficult to raise the revenue which they need for increased public expenditures. As the local economy seldom has been buoyant in recent decades, there is always a desire to avoid tax increases; but costs of public services continue to rise annually.

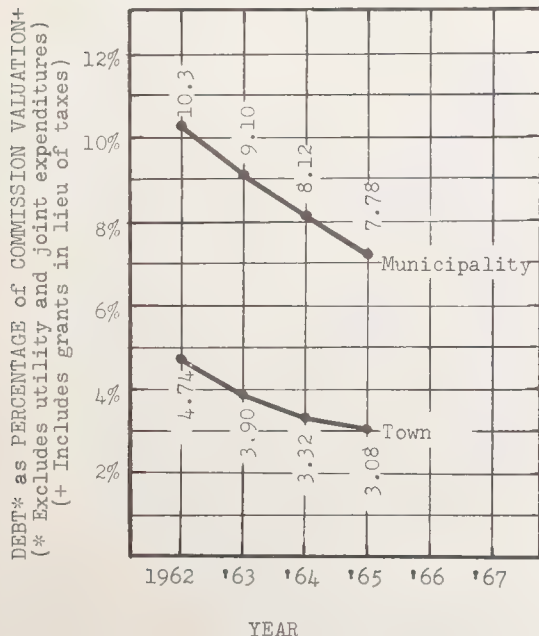
This can lead to a vicious circle of poorer community services, declines in property values, lower assessments, loss of business and industry, fewer jobs, and blight. The longer this persists, the greater the costs, in fiscal and human terms, of correcting it.

Nevertheless, to propose a Renewal program before knowing local abilities to share in costs could be equally disastrous. Trends in local tax resources can be seen by considering revaluation assessments per capita over recent years. Population counts are not available on an annual basis; but it would appear that the Town's resources have risen 50% from \$2,035. in 1962 to \$3,003. per capita in 1967. In the Municipality, they have grown 30% over that period, from \$1,271. to \$1,650. per capita. So, despite inflation, the region shows a healthy trend in terms of its ability to pay.

In the next column, recent Tax Burden trends are illustrated to show whether or not taxes have reflected increased resources. The Revaluation Commission's rates for 1965 were 0.09 to 0.14 higher; but trends are similar.

(2) TOWN AND MUNICIPAL TAX BURDENS (1962-65)

SOURCES: N.S. Department of Municipal Affairs Annual Reports, Municipal Statistics for 1962 to 1965; and Mr. D. Feindel

(3) TOWN AND MUNICIPAL DEBT (1962-65)

SOURCES: N.S. Department of Municipal Affairs Annual Reports, Municipal Statistics for 1962 to 1965; and Mr. D. Feindel

The Debt Graph at left reveals healthy rates of debt retirement in recent years, but with the Municipality's burden still considerably greater than that in Town. Figures are not yet available for 1966 and 1967; but the new school in Town, and the decision to buy the former Vocational school will substantially affect both curves soon. For the present, however, the picture is quite favourable, particularly for the Town.

Some of the local costs of Renewal may have to be shared between both local governments; but the larger amount probably will occur in Town where the total of blighted buildings is higher (See Appendix B). Fortunately its debt percentage was relatively low compared to the Provincial Town average of 3.7% for 1965; whereas the Municipality's was above the 6.6% Municipal average in 1965. Both tax burdens were above 1965 Provincial rates of \$2.77 for Towns and \$2.54 for Municipalities; but assuming continuation of trends exhibited then, they should be closer to the average rates for Nova Scotia by now.

CAPABILITY FOR RENEWAL

Tax resource trends based upon Revaluation Commission assessments suggest that the Town levy has not kept pace with capabilities. If Commission rates are more realistic, then re-assessments should reveal more revenues with which to finance the local share in a phased program of Urban Renewal. By the same token, the Municipality's ability may be enhanced too. It is important that both Councils should share in regional Renewal.

Blighting Factors	IX
Problems Identified	X

SECTION "C" -

PROBLEMS

An Analysis of the General Statement and
Identification of General Problem Areas

IX - BLIGHTING FACTORS

The preceeding six chapters in Section "B" comprise a general statement which would be considered a normal requirement for any effective regional planning, regardless of the need for Urban Renewal. In the present chapter, we will briefly assess the previous chapters and summarize our analyses of the factors which appear to be contributing to substandard conditions in the Study Area.

Roughly 57% of all buildings in Town were rated in good condition, with 32% needing maintenance or minor repairs. The remaining 11% were considered poor, due to structural defects beyond economic repair, which makes or soon will render them unfit for occupancy. In the Municipality, 68% of the total were good, 24% fair, and 8% in poor condition.

(a) POPULATION AND ECONOMIC FACTORS

The region's population has been of stable size for two decades or more; but suffers from a shortage of younger working persons.

RURAL DECLINE AND MIGRATION

Like many other Maritimers, they have gone elsewhere in search of work. Despite rapid mechanization of agriculture, which probably has displaced some persons from farms to the villages or the Town, there has been a net out-migration from Yarmouth. Local schools remain filled, and some return here to retire; but too many are away during their prime.

NARROW ECONOMIC BASE

Industrialization of Canada and the centralization of industry in large cities has left the region with a very narrow economic base. It is now heavily reliant upon textiles and the fisheries. The advent of powered steel ships has restricted marine-oriented labour mainly to ship maintenance and supply, plus the fish-processing plants. This latter industry is expanding but needs more capital and relatively less labour than in the past.

Tourism holds real promise for the region, provided that a broad range of amusements can be devised to offset periodic inclement weather. The Bluenose Bar Harbor ferry and other proposed services can do much to help the economy through the multiplier effects of tourist spending, and by offering greater markets in New England for fish and fruit.

The new Vocational School and Nova Scotia Newstart eventually should make Yarmouth a more attractive place for new industry; and the Kennedy Round tariff reductions also may help. But, at present, the economic outlook is fairly low wages on a seasonal and rather narrow base. Rapid growth is not likely in the immediate or foreseeable future.

(b) PUBLIC SERVICE AND FINANCE FACTORS

Both the Town and Municipality have modern consolidated schools; and with senior governments well represented, the region offers a good range of Health, Welfare and the other public services essential to attract people.



Scattered development in the Municipality makes central water and sewer servicing rather uneconomical. These are virtually non-existent, but under discussion. Town water and sewerage services are adequate but old, and soon to be overtaxed if industrial expansion occurs. Atlantic Development aid is pending. Police and Fire services seem good; and the enforcement of building codes and recent interest in sound planning codes well for the future physical environment.

FINANCIAL LIMITATIONS

Persistent economic uncertainty, low wages, out-migration and the relatively slow growth coupled with a national housing crisis and high interest rates have severely restricted the ability of the Town and Municipality to shoulder heavy capital indebtedness. Recent borrowing costs justify real caution. But, some benefits can obtain through public housing construction or Urban Renewal, since more local assessment can be created. A Renewal program must strike a realistic balance between need and financial feasibility.

Photos on page 54 show three examples of unfortunate land use mixes. The power station seems to have had little effect yet upon its neighbours. The open lumber and scrap iron storage are in districts where houses leave much to be desired. The other photo shows a poorly-maintained fence and insufficient set-back related to an otherwise well-cared-for commercial use, surrounded by other uses of fair or good quality. Such minor oversights constitute incipient blight.

(c) PHYSICAL AND REGULATORY FACTORS

Quality of original construction, land use, density and transportation all are physical factors which are capable of human control, but are sometimes neglected. Age of buildings is less amenable to regulation; but it can be affected indirectly through code enforcement, making demolition more likely.

ZONING, CODES AND DENSITIES

Throughout the Study Area, there are many examples of slight shortcomings in building codes or code enforcement, and a few recent cases where unfortunate mixes could have been prevented. Generally, however, the land use pattern is clear-cut and well integrated. The greatest problem is dispersal along the paved highways near Town...a characteristic quite common in Nova Scotia. This may not contribute to blight directly; but it does render central servicing uneconomical for many, and so tends to weaken the economy by straining Municipal or home-buyer budgets.

Building densities in the Municipality are generally low. Nevertheless, a few of the smaller shacks noted in the building survey appeared to be overcrowded with very large families. More details about this factor will be investigated in Part II of the Study. In Town, high residential densities are of some significance, as will be pointed out in Chapter X. There, dwelling types and the occupancy will be related to average size and building conditions as we physically define problem areas on Maps # 6 and # 7.

TRANSPORTATION AND PARKING

The road pattern is reasonably effective, except for a few narrow streets and shallow blocks in the north central part of Town. Building conditions have not suffered much from the latter; and it would be premature now to propose re-design of that district. Transportation factors have affected local development in other ways, though.

- (1) The airport may have inhibited expansion or urban growth to the east; but this is not a serious disadvantage, in view of the land configuration and complications for servicing which might arise there.
- (2) In the absence of low density controls, the paving of rural roads may encourage the well-established trend to scattered growth away from the Town and Villages.
- (3) The Town's harbour has attracted rail and industrial development along most of its length, and has retained some of the latter when location there may no longer be an economic necessity. In effect, good commercial and residential uses have been sealed off from the harbour in the past, whereas they might now benefit from access to it at selected points.
- (4) Downtown traffic congestion does occur during commuters' rush-hours, and when the Bluenose Ferry unloads or loads. It is aggravated by trucks travelling to or from the ferry or waterfront industries. A truck route to by-pass downtown, and additional off-street parking facilities are needed, during the peaks of tourism, to preserve the central commercial core.*

QUALITY AND AGE OF STRUCTURES

Examples can be found of poor quality of original construction in Town, where minimum space requirements or foundations were lacking or ignored; but quality is probably more significant in the Municipality. There are some sections where certain houses appear to have been built without regard for contemporary standards or even permits. However, age seems the more predominant factor, with many of the worst buildings related to early marginal farming or to an outmoded era of the small-scale, independent fisherman.

Likewise in the Town, most blight appears to be strongly related to age of the buildings. Even where transportation, high densities or conflicting land uses are obviously contributing factors (such as in the central and south parts of Town near the harbour) it is clear that this is the oldest section and that many of the buildings have exceeded the useful lives for which they were intended.

Since the advent of automobiles and public road improvements which followed, private enterprise seldom has been inclined to redevelop residential districts unless higher uses (commerce, industry or apartments) can be found for the land. Perhaps if economic circumstances or code enforcements had been better in the past, more of the blight would have been removed by now; but most is on the side of central commerce away from its direction of slow growth to the north, and so seems unattractive for private investment in a demolition and redevelopment program.

* 1967 Planning Study, page P-3 and map # 8.

X - PROBLEMS IDENTIFIED

In this chapter, the areas where physical blight has had the greatest visible impact are identified on maps. Building Condition Maps #4 and #5 have shown this earlier in a general way; but, for the formal Renewal action programs which ought to follow this Study, it is essential to clearly define the areas requiring detailed investigation.

In so doing, some isolated cases of blight may be excluded from corrective action in terms of National Housing Act assistance. Nevertheless, because local financial resources are quite limited, and because an intensive program of practical size is more likely to become a catalyst for private redevelopment, we must concentrate upon:

- (1) those areas most in need of Renewal, or
- (2) areas where Renewal will be of greatest benefit for the total regional economy.

(a) TOWN OF YARMOUTH

Map # 6 opposite page 58 is keyed to 25 Town areas in a table on that page, where size, type, occupancy and condition of dwellings are listed. The intention is to show how a high incidence of poor conditions coincides often with small floor areas and a higher percentage of tenant occupancy. Boundaries were chosen arbitrarily, mainly for convenience in using the Assessor's records; and by including or excluding one block, some averages might be altered considerably.

The technique is therefore not statistically precise; but still is useful to show general relationships of these factors, and how they often combine to reinforce visual opinions.

RESIDENTIAL USES

Areas "Q" and "V" seem most blighted, by all measures. Areas "P", "W", "X" and "Z" also warrant attention on the basis of building conditions alone. The same might be said of "F" and "H" in Milton; but they may have to be left to the Town's continuing program of code enforcement and gradual demolitions.

NON-RESIDENTIAL USES

Although not tabulated here, commercial and industrial land uses must be considered in a realistic Renewal program. In this regard, poor buildings in area "P" will warrant long-term consideration. Council, with advice of business and citizen groups, should state its preference for priorities. Potential tourist benefits to be had from better shopping areas near the Ferry Terminal must be weighed with the crying need for good housing to the south.

PROBLEM AREAS (See Map # 6)

Renewal action should begin at Forest Street, and has already commenced as a Park Improvement Scheme, with Nova Scotia Housing Commission support. The first phase of Renewal may include land from Brown to Pearl Streets, between Water and Main, progressing southward. Priorities after "one" are provisional until detailed studies are completed in Part II.

TOWN OF YARMOUTH: DISTRIBUTION OF RESIDENTIAL ACCOMMODATION BY SIZE, TYPE AND OCCUPANCY - 1967

Map Key	Residential Structures	Type of Structure			Dwellings		Occupancy		Condition			Average Floor Area/Dwelling sq. ft.
		Single	Double	Multi	Vac.	Occ.	Owner	Tenant	Good %	Fair %	Poor %	
A	49	38	7	4		67	37	30	72	22	6	990
B	71	56	10	5		96	56	40	83	16	1	890
C	26	25	1		1	26	25	1	74	19	7	900
D	60	50	4	6		78	50	28	76	19	5	860
E	44	33	8	3	1	56	34	22	77	17	6	850
F	46	26	10	10	1	75	27	48	63	23	14	690
G	68	48	16	4		98	49	49	63	33	4	740
H	32	26	6		1	37	22	15	50	36	14	670
I	72	56	13	3		92	62	30	87	11	3	790
J	88	64	17	7		131	65	66	89	11		800
K	91	81	6	4		114	75	39	80	14	6	770
L	66	63	1	2		74	48	26	67	26	7	710
M	77	49	21	7		116	63	53	70	30		720
N	95	39	33	23		189	47	142	61	37	2	670
P	63	33	19	11		99	13	86	37	47	16	670
Q	96	54	22	20	1	152	14	138	11	45	44	620
R	61	29	22	10		113	41	72	73	26	1	760
S	94	67	24	3		124	79	45	84	15	1	890
T	70	56	4	10	1	101	40	61	67	26	7	630
U	83	54	19	10		128	46	82	64	33	3	660
V	100	71	17	12	1	144	33	111	22	47	31	580
W	37	24	10	3	1	51	19	32	36	33	31	640
X	105	67	29	9	1	154	44	110	33	52	15	670
Y	61	47	8	6	2	85	35	50	47	44	9	700
Z	43	40	2	1	2	45	24	21	62	23	15	690
TOTALS	1698	1196	329	173	13	2445	1048	1397	Averages			Average
									59.8	29.7	10.5	730 sq ft

NOTES: Vac. = Vacant; Occ. = Occupied. SOURCES: Building Conditions came from the Survey (See also Appendix "B"); and all other items were obtained from the Town Assessor's records.

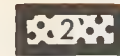


GENERAL PROBLEM AREAS

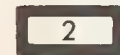
TOWN



RESIDENTIAL DATA
AREAS



PRIMARY PROBLEM
AREAS



SECONDARY PROBLEM
AREAS

NOTE: EXCEPT FOR PROBLEM
AREA 1 OTHER PRIORITY
NUMBERS ARE PROVISIONAL
PENDING DETAILED
INVESTIGATION

(b) MUNICIPALITY OF YARMOUTH

Substandard conditions in the Municipality differ somewhat from those in Town. The actual percentage of poor buildings was found to be lower; but the blight is more scattered, and may therefore require rather different corrective measures.

Map # 7 opposite page 60 shows 25 areas of the Municipality which are keyed to a table on that page. It lists dwellings by size, type, occupancy and building condition, and provides an interesting comparison with the conditions in Town. Tenant occupancy is far less prevalent in the Municipality, and displays less direct relationship with blight. Also, except for summer cottage districts, average floor areas are larger and provide fewer clues as to the incidence of blight.

As was stated in connection with the Town problems map, boundaries here were chosen arbitrarily, to best utilize the Assessor's records. This technique seems less effective for areas of low density development, thus forcing us to rely more upon building condition surveys in defining problem areas.

Even though the statistical tabulation may appear to be a negative exercise for land in the Municipality, it does tend to support our earlier contention that deterioration here is rooted in other causes, such as the decline of marginal farms and small-scale fishing activities, plus obsolescence of buildings or faulty code enforcement. The former will be difficult to resolve fairly.

RESIDENTIAL USES

Areas "B", "J", "I", "Q", "R", "W" and "Z" all have relatively high proportions of poor dwellings; and "I", "K", "N", "T", "U", "V" and "X" display either small pockets of bad buildings, or too few good buildings. All have been circled as problem areas.

NON-RESIDENTIAL USES

Although many were in undesirable condition, farm out-buildings were not plotted. Other than these, most non-residential blight shows in old fishing structures located mainly at Yarmouth Bar, and outside the Study boundary, near Area "D".

PROBLEM AREAS

Map # 7 outlines these, with provisional numbers to suggest priorities for Renewal action. The greatest problem may be determination of what action to take. Detailed investigation may reveal whether the occupants ever were, or would prefer to be urban dwellers. While it is a drastic step, the only feasible solution may require that some move to replacement low-rental housing in Town, or in the villages; but such action must not be considered lightly.

If these problems are not capable of solution under provisions of the National Housing Act, the rural aspects should be brought to the attention of the Federal ARDA and FRED authorities for their consideration. Even if Urban Renewal is not possible, community action to relieve the human problems is necessary.

YARMOUTH MUNICIPALITY: RESIDENTIAL ACCOMMODATION DISTRIBUTION: SIZE, TYPE AND OCCUPANCY - 1967

Map Key	Residential Structures	Type of Structure			Dwellings		Occupancy			Condition			Average Floor Area/Dwelling sq. ft.
		Single	Double	Multi	Vac.	Occ.	Own	Rent	S. C.	Good %	Fair %	Poor %	
A	17	17			17	17				79	16	5	1090
B	80	79	1		7	74	54	8	12	73	16	11	650
C	25	24	1		1	25	11	3	11	82	18		620
D	46	42	4		1	49	37	11	1	89	9	2	840
E	61	58	3		2	62	43	9	10	82	15	3	820
F	33	33			1	32	27	4	1	78	22		960
G	107	98	7	2	4	112	85	26	1	93	7		890
H	65	61	3	1	2	69	56	12	1	90	8	2	950
I	16	16			1	15	14		1	50	44	6	980
J	50	48	2		1	51	48	3		56	32	12	820
K	81	73	6	2	5	84	69	14	1	76	17	7	880
L	69	69			8	61	53	7	1	32	44	24	610
M	72	69	3		2	73	62	10	1	67	30	3	770
N	27	27				27	10	2	15	50	50		790
P	39	39			1	38	32	4	2	63	31	6	750
Q	34	31	3		9	28	24	4		80	7	13	800
R	18	18			2	16	5	2	9	38	46	16	440
S	30	29		1		32	28	4		64	29	7	890
T	35	35			3	32	31		1	41	49	10	750
U	36	36			9	27	24	2	1	44	48	8	620
V	45	43	2		6	41	38	3		70	23	7	860
W	61	60	1		7	55	46	8	1	41	41	18	800
X	51	51			2	49	45	3	1	54	37	9	780
Y	53	49	3	1	7	52	45	4	3	86	10	4	830
Z	33	32	1		2	32	28	4		40	41	19	760
Averages													
TOTALS	1184	1137	40	7	83	1153	932	147	74	67.9	24.3	7.8	Average 800 sq ft

NOTES: Vac. = Vacant; Occ. = Occupied; S.C. = Summer Cottage or Home (counted as occupied)
 SOURCES: Municipal Assessor's records for all except conditions, which derived from the Survey

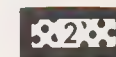


GENERAL PROBLEM AREAS

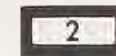
MUNICIPALITY



RESIDENTIAL DATA
AREAS



PRIMARY PROBLEM
AREAS



SECONDARY PROBLEM
AREAS

NOTE: EXCEPT FOR PROBLEM
AREA 1 OTHER PRIORITY
NUMBERS ARE PROVISIONAL
PENDING DETAILED
INVESTIGATION

Urban Renewal
Study 1967-68

TOWN AND MUNICIPALITY OF
YARMOUTH NOVA SCOTIA

MAY
COMMUNITY PLANNING CONSULTANTS
HALIFAX

1968
NOVA SCOTIA

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APPENDIX "A"

<u>Author or Agency</u>	<u>Title or Description</u>	<u>Date</u>
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APPENDIX "B"

SUMMARY OF BUILDING CONDITIONS - 1967 THE TOWN AND MUNICIPALITY OF YARMOUTH

Use of Building		Very Good	Good	Fair to Good	Fair to Poor	Poor	Very Poor	Totals
<u>THE TOWN OF YARMOUTH</u>								
Residential	No.	89	958	256	263	136	49	1751*
	%	5.1	54.7	14.6	15.0	7.8	2.8	100.0
Commercial	No.	15	138	66	58	10	7	294
	%	5.1	46.9	22.5	19.7	3.4	2.4	100.0
Industrial	No.	4	40	17	37	13	16	127
	%	3.2	31.5	13.4	29.1	10.2	12.6	100.0
Totals	No.	108	1136	339	358	159	72	2172
	%	5.0	52.3	15.6	16.5	7.3	3.3	100.0
<u>YARMOUTH MUNICIPALITY</u>								
Residential	No.	64	761	98	197	49	46	1215*
	%	5.3	62.6	8.1	16.2	4.0	3.8	100.0
Commercial	No.	8	74	2	11	2	nil	97
	%	8.2	76.3	2.1	11.3	2.1	0.0	100.0
Industrial	No.	2	44	4	27	3	5	85
	%	2.3	51.8	4.7	31.8	3.5	5.9	100.0
Totals	No.	74	879	104	235	54	51	1397
	%	5.3	62.9	7.4	16.8	3.9	3.7	100.0

* Differences between these and totals on pages 58 and 60 are due to exclusion there of some buildings under construction or abandoned, or altered Study boundaries used by Assessor.

AGE STRUCTURE OF POPULATION - 1961
TOWN AND MUNICIPALITY OF YARMOUTH
AS PERCENTAGE OF CANADA AGE GROUPS

APPENDIX "C"

Age Group	Age Group as a Percentage of Population			<u>Yarmouth Town</u> Canada (Canada=100%)	<u>Yarmouth Municipality</u> Canada (Canada=100%)
	Canada;	Yarmouth Town;	Municipality		
0-4	12.37	11.08	9.89	89.6	80.0
5-9	11.40	10.76	10.97	94.4	96.2
10-14	10.18	10.62	11.84	104.3	116.3
15-19	7.86	8.58	9.16	109.2	116.5
20-24	6.49	6.01	4.83	92.6	74.4
25-34	13.60	10.90	8.77	80.1	64.5
35-44	13.09	12.67	12.27	96.8	93.7
45-54	10.30	10.79	11.91	104.8	115.6
55-64	7.07	8.17	8.28	115.6	117.1
65-69	2.67	3.50	3.62	131.1	135.6
70 +	4.97	6.92	8.46	121.1	170.2
TOTALS	100.00	100.00	100.00	-----	-----

SOURCES: D.B.S. 1961 Census of Canada and
A. S. Harvey, Institute of Public Affairs

APPENDIX "D"

TOWN AND MUNICIPALITY OF YARMOUTH (1966)-1967 REVALUATION MUNICIPAL ASSESSMENTS - TAX BASE

Assessment	Residential	Institutional	Commercial	Town Utilities	Industrial	Grants in Lieu	Totals
TOWN OF R:	10,735,500	80,300	4,351,900	49,000	1,695,200	934,412	17,846,312
YARMOUTH P:	1,971,208	6,350	2,850,875	501,000	2,340,750	253,090	7,923,273
1967 Totals:	12,706,708	86,650	7,202,775	550,000	4,035,950	1,187,502	25,769,585
1967 % ages:	49.3	0.3	28.0	2.1	15.7	4.6	100.0
1966 % ages:	46.6	0.4	29.6	2.2	16.4	4.8	100.0

ALL-TOWN AVERAGES (N.S.) (Note: In the foregoing, R. = Real, and P. = Personal)

1967 % ages:	54.5	0.5	24.3	3.2	11.5	6.0	100.0
1966 % ages:	53.7	0.5	25.1	3.1	12.6	5.0	100.0

Assessment	Permanent Residence	Non-Resid Sum. Res.	Institution	Commerce	Forests	Industry	Grants in Lieu	Totals
MUNIC.OF R:	4,910,324	470,450	93,075	521,700	392,251	150,950	279,402	6,818,152
YARMOUTH P:	1,242,275	72,275	15,500	230,440	nil	313,575	414,125	2,288,190
1967 Totals:	6,152,599	542,725	108,575	752,140	392,251	464,525	693,527	9,106,342
1967 % ages:	67.6	6.0	1.1	8.3	4.3	5.1	7.6	100.0
1966 % ages:	71.3	3.5	1.3	8.1	5.5	6.0	4.3	100.0

ALL-MUN. AVERAGES (N.S.) (Note: In the foregoing, R.=Real; P.=Personal; and Non-Resid Sum Res = Non-Resident Summer Residence)

1967 % ages:	63.6	4.2	0.5	8.6	4.5	11.1	7.5	100.0
1966 % ages:	65.6	3.6	0.5	9.0	4.9	11.4	5.0	100.0

SOURCE: Nova Scotia Revaluation Commission, courtesy H. S. MacGlashen, Director of Assessment.

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